



# THE COMMON WELFARE



## Among the States

In *Missouri*, the legislature appropriated \$5,000,000 of the \$6,000,000 requested by the Division of Welfare for the coming year. Whether full OAA and ADC grants covering minimum needs can be continued is uncertain, unless a supplementary appropriation is made in January, Mary E. Brooks, executive secretary of the Missouri Association for Social Welfare, writes in the magazine *Building a Better State*.

On the other hand, the legislation increases the appropriation earmarked for general relief. It will be possible to raise the relief grant, now covering only 52 percent of minimum needs, by 5 to 8 percent.

Miss Brooks points to the false economy in the failure of the legislature to raise the appropriation for administering the welfare program. The inadequacy of this appropriation together with the new pay plan recently adopted, will necessitate a cutting of staff and a further rise in caseloads already averaging 314 per visitor. Such caseloads, she writes, make it impossible to insure the taxpayer against supporting ineligible on the assistance rolls.

### Veteran Assistance

A new law in *New York* authorizes a county or city welfare district, outside of New York City, to set up a division or bureau of veteran assistance in the department of welfare. Personnel in this unit must have the same qualifications required in the rest of the department.

### Work Relief

A new law in *New York* authorizes welfare districts to set up work relief projects to give employment to people on home relief rolls who are physically able to work. Those refusing to accept such assignment may be taken off relief rolls.

The projects, for which the state will provide 80 percent reimbursement, are to be administered by a designated local official. Work relief committees appointed by local authorities, will have responsibility for recommending

suitable projects, fixing wages at the minimum paid locally for similar work, and hearing complaints. Assignment to the project will be limited to the number of hours needed to make up the income deficit of the home relief recipient.

### Workmen's Compensation

The national trend toward extension and liberalization of workmen's compensation laws was continued this year. A new law in *Mississippi* setting up a compensation system is "one of the outstanding legislative achievements of 1948," according to the *June State Government*. It provides for compulsory coverage, unlimited medical care, a second-injury fund, and double compensation for minors illegally employed. Every state now has a system of workmen's compensation.

A new measure in *New York* raises the maximum weekly payment for total disability from \$28 to \$32. The maximum weekly payment to survivors in case of death is \$35. Payments for partial disability are liberalized.

*Missouri* increased maximum disability and death benefits from \$20 to \$25 a week and raised the minimum from \$6 to \$8.

*Kentucky* extended its coverage and improved benefit payments. Coverage was broadened in *Virginia*, and *Massachusetts* increased its benefits.

### Unemployment Insurance

A new law in *New York* increases maximum unemployment insurance benefits from \$21 to \$26 a week. It also sets a ceiling of \$900,000,000 on the reserve the fund is required to carry, thus adding \$80,000,000 to the \$85,000,000 in credits already available for redistribution to employers this year.

A proposal to use part of the surplus to provide dependency allowances to workers with families, which had the active support of the State Federation of Labor, the State CIO, and a majority of the State Advisory Council on Placement and Unemployment Insurance, was defeated in the legislature.

The council majority pointed out in its reports to the legislature that "the failure of our present law to recognize

that the hardship falls on the family, not merely on the individual, is its outstanding deficiency in point of principle and adequacy." Such dependency allowances, in the opinion of Herman Gray, chairman of the council, would cost between \$15,000,000 and \$20,000,000, for which he felt the fund surplus was ample.

Unemployment insurance benefits were increased in *Kentucky*.

### New Jersey

A new law in *New Jersey* extends the state unemployment statute to provide sickness and disability benefits of from \$9 to \$22 a week for as long as twenty-six weeks.

Two other states—*Rhode Island* and *California*—have similar plans.

## Mailbag Roundup

In West Virginia, the State Department of Health has set up a demonstration premature center at South Charleston, as part of its program to combat the tragically high death rate among premature infants. Of the 123,000 births recorded in this state during the period 1943-46, an estimated 4,305 were premature. Forty percent of the premature babies died. In 1945, the death rate among prematures was 31 percent above the national average.

The center consists of four units: the main nursery; the isolation or observation nursery; the nurse's station; and a clean work room. Premature infants are transported to the center in a specially equipped ambulance, and are kept in incubators in the observation nursery for seventy-two hours. Then they are transferred to the main nursery and "graduate" to a bassinet before discharge. Staff consists of seven cooperating pediatricians with rotary terms of duty and five nurses, trained in the care of the premature infant. The center has cared for thirty-one infants during its five months of operation, losing only four. It is planned to set up a postgraduate course at the center to give instruction in the care of the premature to nurses from all over the state.

The department is also setting up portable incubators at strategic points throughout the state. These can be heated either by electricity or by warm bricks or sand. Public health nurses and nutritionists are carrying on an educational program to reduce the number of premature births.—*From SURVEY correspondent William H. Rost, West Virginia Department of Health.*

### On Leave

Seven employes of the California Department of Social Welfare are studying at universities under the child welfare services educational leave plan for county welfare staff. Among them is Katherine Bell of Redwood City, who entered Smith College School for Social Work in June.—*From SURVEY correspondent Harry B. White, California Department of Social Welfare.*

### News from Michigan

Twenty-one student engineers from sixteen universities and colleges throughout the country have been granted public health engineering fellowships under the Michigan Department of Health training program this summer. They have been assigned to seven county health departments for three months' work, which includes orientation, field observation, and field apprenticeship on sanitary projects at schools, resorts, milk plants, and so on. These fellowships provide an opportunity for actual participation in a rural health department program under the supervision of local and state staff.

More than 300 public health engineers have had the benefit of this field experience since the program was started thirteen years ago. The W. K. Kellogg Foundation financed, supervised, and conducted the program from 1934 to 1946, when the department assumed responsibility for it. The foundation continues to provide stipends covering living expenses of the students.—*From SURVEY correspondent Virginia W. Baird, Michigan Department of Health.*

### Health in North Dakota

A full time health department was set up in Williston District, *North Dakota*, last year, thus extending health services to the northwestern area of the state, according to a recent report "The Public Health Picture in North Dakota" from Dr. R. O. Saxvik, state health officer. Stressing the vital need for more local health departments, Dr. Saxvik points out regret-

fully that although the state has had permissive legislation for multiple county health departments since 1943, there is at present no state appropriation to assist them.

A hospital bed program for the treatment of patients with venereal disease has been developed in this state through a cooperative arrangement between the State Health Department, hospitals, and physicians. The department is cooperating with the State Cancer Association in a program of education about cancer, which is now reportable in this state.

Last year, special services in nutrition education were set up in fourteen counties on an individual and community level. Students at teachers' colleges were given special training in problems of sanitation, nutrition and health education. The number of child health conferences increased over the previous year, and the problem of special nutrition services to mothers was added to conference programs. The department has secured the services of consultant personnel to start a state program of mental hygiene.—*Information furnished by SURVEY correspondent Bernardine Cervinski, North Dakota Department of Health.*

### Cancer Control

The District of Columbia Health Department is planning to set up a cancer registry through its Bureau of Cancer Control, so serve as an indicator of progress in the control of this disease, Dr. Jay McLean, director of the bureau, reported to the District of Columbia Medical Society recently. About half of the states now have such cancer registries or require the reporting of cancer.

Dr. McLean reported to the society on the recent survey of cancer conducted in the Washington Metropolitan Area by the department with the assistance of the U. S. Public Health Service. The total case rate in the area in 1946 was 452 per 100,000 population, the study found. This rate is somewhat higher than in other metropolitan areas of the nation. The total number of cases under care in the area during this year was 5,681. The study found more cancer in higher rental areas and progressively less in lower rental sections.

That improved methods of handling cancer patients and popular education about this disease, are slowly bearing fruit, is shown by figures from the cancer record registry in Connecticut, ac-

cording to Dr. McLean. In 1935, the percentage of people surviving one year after diagnosis of cancer was 42.4 percent, while in 1947 this figure had increased to almost 59 percent. To assist physicians in the early detection of cancer, the department is distributing through its Bureau of Cancer Control weekly issues of a manual on cancer detection.—*Information furnished by SURVEY correspondent, J. Edgar Caswell, D. C. Health Department.*

### Health and Safety Workshop

One of the first workshops to combine health and safety education in a single session will be held under broad sponsorship at Arizona State College in Flagstaff, August 2-14. Designed to give teachers, school administrators, and school nurses in this region a better understanding of how safety and health education can become more functional in the lives of school children and teachers, the program will center around: health and safety instruction, school health and safety services, and a safe, sanitary school environment. There will be laboratory periods in behind-the-wheel-driver training, audio-visual aids, and the school medical examination. Two hours of graduate or undergraduate credit will be given for this course.

The workshop has secured the services of outstanding consultants in the field, including: Dr. Mayhew Derryberry, U. S. Public Health Service; Dr. Edith P. Sappington, U. S. Children's Bureau; George Marx, Arizona State Department of Health; and Marian Telford, National Safety Council. The neighboring country of Mexico has been invited to send representatives in the hope of strengthening relationships with educators there. — *From SURVEY correspondent Frank R. Williams, Arizona State Department of Health.*

## Announcements

The National Conference on Prevention and Control of Juvenile Delinquency has secured valuable help from the Theatre Owners of America in its drive to promote a series of youth conferences in September, which will be designated National Youth Month.

A national committee, headed by Charles P. Skouras, has prepared and distributed a documentary film, "Report for Action," a dramatization of the conference's "Handbook on First

Steps in Organizing State and Local Conferences on Prevention and Control of Juvenile Delinquency," which outlines the method followed successfully in the 1947 meeting. The committee has also made its theaters available without cost for private showing of the film to community groups planning September conferences.

The conference reports that thirty-six governors, 300 mayors, and the heads of more than 150 social welfare, fraternal, and church organizations have pledged their cooperation for youth conferences in September.

### **"Criminal Casebook"**

The Society for the Prevention of Crime has resumed its radio series "Criminal Casebook" over NBC Thursday evenings at 8:30. The program which dramatizes and interprets actual case histories, is designed to clarify for the radio audience the underlying causes of lawlessness.

### **Fellowships**

The U. S. Public Health Service will award a limited number of mental hygiene research fellowships for graduate work in medical and related sciences. These are open to psychiatrists, social workers, sociologists, and people in related professions.

They include: a predoctorate research fellowship open to applicants with a bachelor's or master's degree; a postdoctorate research fellowship; and a special research fellowship for applicants qualifying for the doctorate who have outstanding ability in the field. Stipends start at \$1,200 a year for applicants, without dependents, offering a bachelor's degree. The grant in the third group will be fixed individually. Application forms and additional information may be secured from the Division of Research Grants and Fellowships, National Institute of Health, Bethesda 14, Maryland.

### **Meetings**

The National Board of the YWCA is sponsoring the first International Study Conference on Women and World Reconstruction, at Teachers College, Columbia University, August 18 to September 14. More than fifty young YWCA leaders from twenty-six nations and YWCA secretaries from various parts of this country, will meet to consider the social, political, economic, and religious forces in the world and the role of Christian women in the solution of today's problems.

More than 100 delegates and official guests from Girl Guide and Girl Scout organizations the world over will gather in Cooperstown (N.Y.) for their twelfth world conference, August 13-23.

### **New School**

Iowa State University in Iowa City has announced the organization of a School of Social Work, which will get under way in the fall. Director of the new school is Wayne Vasey, recently research assistant for the Russell Sage Foundation.

## **Rehabilitation**

Education of the American people to a more sympathetic understanding of the potentialities of handicapped people was held a first essential to the rehabilitation of millions of disabled at the sixth annual meeting of the National Council on Rehabilitation in New York City in May. Dr. Donald Covalt, medical director of the Institute of Rehabilitation and Physical Medicine, New York University-Bellevue Medical Center, cited examples of the community indifference which blocks successful adjustment of handicapped men and women.

### **Employers Must Be Educated**

Although several recent studies, including one by the Bureau of Labor Statistics, prove conclusively that handicapped workers, properly placed, equal, if not surpass the output of so-called normal employees, programs for the integration of the handicapped into industry are limited mainly to a few big concerns, Dr. Covalt reported. Small business concerns, in which 90 percent of American labor earns its living, still largely shy away from hiring disabled people, fearing complications in placement procedures and higher insurance rates. The experience of the garment industry, which has successfully integrated severely handicapped people in its shops, shows that no complicated and expensive procedures are needed, according to Lazar Teper, research director of the International Ladies Garment Workers Union. Rather, the job analyses and procedures necessary to the placement of these people have proved beneficial to the organization of the plant as a whole.

The fear on the part of many employers that their insurance rates will

go up if they hire handicapped people, is entirely groundless, according to John V. Grimaldi, director of industrial division, Association of Casualty & Surety Companies. Rates are determined solely by the accident rate of the particular company and the degree of risk in the type of industry, he said, and disabled workers, properly placed, have a lower accident rate than other employees, not carefully placed.

### **Doctors Must Be Educated**

The whole rehabilitative program will be "sunk," cautioned Dr. Covalt, unless more personnel—doctors, therapists, psychiatric social workers, and other specialists—are trained for the rehabilitative services. A few schools, among them the universities of Pittsburgh, Colorado, Rochester, and Washington, are developing curricula in this field, but the need is vast.

Doctors must be trained to evaluate residual capacities as well as disabilities, Dr. Henry H. Kessler, president of the council, declared. The average doctor today is likely to think more of what people cannot do than of what they can.

### **What Rehabilitation Means**

The program of the Institute of Rehabilitation and Physical Medicine at the New York University-Bellevue Medical Center, includes 102 "activities of daily living," designed to help the handicapped to optimum adjustment. Patients, who pay for their care, are carefully selected from thousands of applicants, to present as wide a range of problems as possible.

On entering, the patient meets in consultation with specialists from every department of the institute. This evaluation clinic, after considering his difficulty and his hopes for himself, writes a tentative "prescription" of activities to which he is assigned. This schedule may include physical therapy, psychiatric treatment, vocational or pre-vocational training or social service. When the patient reaches what is believed to be a "peak" of rehabilitation, he is discharged with a written "home program" of activities, a copy of which is sent to his physician.

The center has developed a number of gadgets designed to smooth the daily life of the handicapped. One of its current projects is the designing of a model kitchen fitted with special appliances to enable the housewife on crutches or in a wheel chair to do her daily work. Results of this research will be available in about eight months.





# BOOK REVIEWS



**TOWARD PUBLIC UNDERSTANDING OF CASEWORK**, by Viola Paradise, Russell Sage Foundation. \$2.

Viola Paradise's beautifully written book is a real addition to the limited literature in the field of social work public relations. Its greatest contribution is to put the primary responsibility where it belongs—squarely on the shoulders of the professional social worker, executive, and staff member.

The author's tackling of the answer to the \$64 question—"Just what do you do?"—is one major contribution because it assumes that the answer is important. Here Miss Paradise reminds us that ability to talk about ourselves and our jobs is not magically wrapped up in a diploma from a school of social work, but that it requires the same kind of study and practice as do other parts of the professional job.

The aggressive use of newspaper publicity to bring about positive changes in the social structure of the community represents a degree of professional responsibility which too few agencies have seen fit to take. A reading of this chapter in Miss Paradise's book might offer reassurance to the boards who continue to regard the newspaperman as one whose only mission in life is to expose human misery and to attack such blameless institutions as social agencies.

It seems to this reviewer that the major criticism of the book lies in the fact that the study was made in a city which is apparently as atypical as Cleveland. It might have been more helpful had it been laid in a community where it would have been necessary to deal with such basic difficulties as the agency board and executives who do not see public relations as a vital part of their programming; with caseworkers who do not recognize a responsibility for interpretation as an integral part of their professional job; with newspapers who are not so civic minded as to be willing to rewrite the esoterics of agency releases into newspaper English, with a community which has not been so well indoctrinated.

However, a study of the book by agency staffs, boards, and executives might well be the first step toward

achieving the state of bliss which exists in Cleveland. It is worth using as a blueprint for "doing something" about taking a public relations program out of the realm of theory and into action.

If we can meet the author's challenge in her chapter "The Task Ahead," we will have begun to live up to the goals of our profession more responsibly than we have ever done before. She is to be congratulated for pointing the way so clearly.

FRANCES SCHMIDT

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Department, Jewish Family  
Service, Inc., New York City*

**PEOPLE AND PROCESS IN SOCIAL SECURITY**, by Karl de Schweinitz. American Council on Education. \$2.

IF YOU WOULD ENJOY KARL DE SCHWEINITZ' latest little book you must first rid your mind of traditional ways of thinking. You cannot think about this book as a social worker would. You cannot approach it with all the fixities that inhabit the mind of a worker in old age and survivors insurance or unemployment insurance. You must be prepared to allow a little fresh air to ventilate your stereotyped professional mind.

If this you can do, you will find, first, a significant appraisal of how public workers transform a lifeless printed statute into essential services for men and women. Mr. de Schweinitz considers all of social security—old age assistance, aid to the blind, aid for dependent children, unemployment and old age and survivors insurance—as a whole. He holds the whole up to the light and considers what are the essential similarities—and dissimilarities—in these several, separate, and highly specialized ways of getting public aid to men and women. But his emphasis is on the common essentials in the several kinds of jobs involved. The result is a job analysis of the best sort, a stimulating, eye-opening review of the task of those who would educate young people for social services.

Like Karl de Schweinitz, this book is at times more imaginative than precise. Provocative stimulating ideas are presented at times in general and inconclusive terms. But, all in all, this

little book is well worth the reading of social security workers and those who would produce the future workers at this trade.

JOHN J. CORSON

*The Washington Post*

**GROUP EXPERIENCE AND DEMOCRATIC VALUES**, by Grace L. Coyle, Ph.D. Women's Press. \$2.75.

GRACE COYLE HAS BROUGHT TOGETHER in an extremely readable, simple, and useful volume a number of papers dealing with various aspects of groupwork. The unifying bond throughout is her deep and clear philosophy concerning democratic values and the contribution of groupwork toward a society in which these values are firmly rooted. Underlying her philosophy is a remarkable capacity to reach into the past and look into the future for the synthesis of philosophy, knowledge, and skill which is so presently and urgently needed.

Although the book is focused upon groupwork, it really deals with social process and social relations as a whole. It points out the need for further social work research that, as Miss Coyle indicates, must come partly from the social sciences and partly from social workers through the production and use of process records.

The chapters on "The President as Leader" and "The Executive Director as Leader" could well be "read, learned, and inwardly digested" by every board and staff member of a social agency. The clear differentiation made between the role of the layman and that of the professional worker is very helpful—but, more important, is the emphasis given to relationship rather than function.

In any book written by a social worker about any part of social work, the question of semantics is bound to rear its head. There are those who regard social work as a process and groupwork as a "field." Miss Coyle takes the position that groupwork is a method and, while she does not say it in so many words, indicates that as a method it is not confined exclusively to social work. This question is one that may be settled in the future when social work has been clearly defined.

(Continued on page 240)