

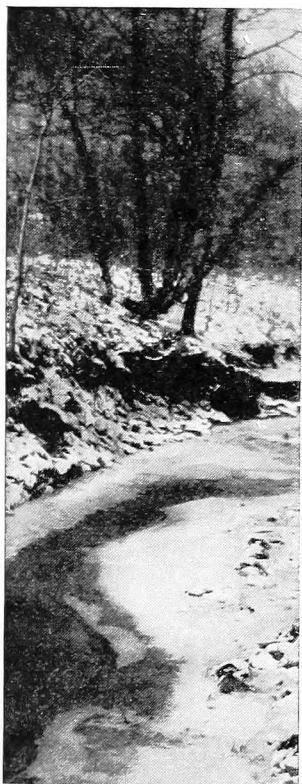
MILBANK MEMORIAL FUND

# QUARTERLY BULLETIN

VOL. IX      JANUARY 1931      No. 1

## TERMINATION OF THE NEW YORK HEALTH DEMONSTRATIONS

*Review of Cattaraugus County Program in Publication*



**E**IGHT years after its inauguration, the New York Health Demonstrations project, as such, terminated on December 31, 1930. In accordance with the statement made in the July, 1930, *Quarterly Bulletin*, where experiences of the demonstrations were summarized, both the rural and urban demonstrations officially ended. In both Cattaraugus County and Syracuse local agencies have assumed the maintenance of the health activities growing out of the demonstrations and the Fund's future cooperation in these localities will be confined to the support of special research or other experimental projects growing out of the local demonstration experiences.

The metropolitan demonstration will continue as an individual project. In future issues, the *Quarterly Bulletin*, which in the past has been devoted largely to subjects growing out of the demonstrations, will be devoted to matters relating to the Fund's general interests.

That Cattaraugus County intends to continue pointing the way toward adequate financing for public health, even though the demonstration is at an end, is indicated by the fact that within recent weeks the Board of Supervisors voted to increase the budget for the Cattaraugus County Board of Health. The budget for 1931 now stands at \$87,000, one-half of which will be returned

to the County Treasury in the form of State Aid. Of the total, \$15,000 is designated for the County Laboratory and \$72,000 for the other activities of the Department of Health. The increase in public funds over the amount voted for 1930 amounts to \$21,000. Inasmuch as several other county department budgets were curtailed seriously, the increase voted for the Department of Health seems doubly significant.

The County Board of Supervisors indicated its reasons

EARLY publication of *Health on the Farm and in the Village*, a review of the Cattaraugus County Health Demonstration, written by Professor C.-E. A. Winslow and based on a survey conducted by a group of specialists under his direction, is announced in this issue concurrently with announcement of the termination of the New York Health Demonstrations project. The Board of Supervisors of Cattaraugus County recently authorized an increase in the local county budget for public health work from \$66,000 in 1930 to \$87,000 in 1931.

With the close of the demonstrations, the *Quarterly Bulletin*, which in the past has been devoted largely to subjects growing out of these projects, will be given over chiefly to matters relating to the Fund's general interests.

for this continued support of the County's health activities in a formal resolution, copies of which were addressed to the County Board of Health and to the Board of Directors of the

Milbank Memorial Fund. The text of this resolution follows:

THE goal of the Diphtheria Prevention Commission of the New York City Department of Health is to make the great metropolis diphtheria-free. The progress which has been made since January, 1929, toward the realization of this end is recorded in this issue in the article, "New York City's Diphtheria Campaign." The Division of Research of the Milbank Memorial Fund has attempted to measure the results to date of the anti-tuberculosis activities in Cattaraugus County in terms of case-finding, supervision of active cases, and fatality and mortality rates from the disease. The article on page 9, "Some Results of Tuberculosis Administration in Cattaraugus County, New York," summarizes some of the findings of this study.

"RESOLVED: That the Board of Supervisors has noted with satisfaction the progress in health promotion made in Cattaraugus County during the past year. The decrease in deaths among infants is one outstanding result of the health conservation program, and together with the record of lives saved from diphtheria, tuberculosis, and certain other diseases constitutes a

record seldom, if ever, before reached in a rural county.

"The Board of Supervisors recognizes that health service has been rendered to the people of the County far beyond the limit of their official appropriation and for this the Board would express its thanks and appreciation to the Milbank Fund which has provided funds through local agencies to make this possible.

"While it has been necessary this year to decrease other important appropriations, this Board has continued the pre-

vious appropriation for health work as a genuine indication of its confidence in this work.

"The Board sincerely thanks the Milbank Memorial Fund for the assistance and aid given during the past eight years in establishing the various agencies for the welfare of the people of this County.

"Health on the Farm and in the Village," a review and evaluation of the Cattaraugus County Health Demonstration, by C.-E. A. Winslow, professor of public health, Yale School of Medicine, is now in press. The analysis represents an objective review by Professor Winslow of the Cattaraugus County program, as well as his summary of the main conclusions of the individual reports of a staff of experienced investigators, including Professor Ira V. Hiscock, of the department of public health of Yale University; Dr. H. R. Edwards, director of the division of tuberculosis of the Department of Health, New Haven, Connecticut; Miss Katherine Tucker, director of the Visiting Nurses Society of Philadelphia; Miss Margaret F. Byington, research consultant for the Russell Sage Foundation; and Dr. F. K. Shuttleworth, department of education of Yale University. This volume of approximately 275 printed pages may be ordered through The Macmillan Company, New York, price \$1.00 postpaid.

In this account of the Cattaraugus County experiences, emphasis has been placed upon the application of the principles and techniques of the program to rural health problems in general. The author has subjected the Cattaraugus County program to an impartial review and criticism. He reports the limitations, the shortcomings, and the mistakes of the program, as well as its outstanding successes.

Professor Winslow's general conclusions, therefore, are of particular significance. They are, that the Cattaraugus

County demonstration, like other human enterprises, was not perfect, but that "it was conceived with remarkable soundness and in the main executed with efficiency and economy," and "represents one of the most effective and inspiring contributions made to the cause of rural public health anywhere in the world." The chapter headings are as follows:

- OUTSTANDING LESSONS OF THE CATTARAUGUS COUNTY HEALTH DEMONSTRATION
- THE PROBLEM OF RURAL HEALTH
- CATTARAUGUS COUNTY
- THE MILBANK MEMORIAL FUND AND THE NEW YORK HEALTH DEMONSTRATIONS
- INITIATION OF THE DEMONSTRATION
- PROGRESSIVE DEVELOPMENT OF HEALTH MACHINERY IN CATTARAUGUS COUNTY
- THE PRESENT HEALTH PROGRAM OF CATTARAUGUS COUNTY
- COMPARISON OF THE CATTARAUGUS COUNTY HEALTH PROGRAM WITH THAT OF OTHER RURAL COUNTIES
- QUALITY OF BASIC PUBLIC HEALTH ACTIVITIES
- TUBERCULOSIS
- HYGIENE OF MATERNITY, INFANCY AND CHILDHOOD
- NURSING
- SOCIAL SERVICE
- STATISTICAL RESULTS OF THE DEMONSTRATION
- THE COST OF THE CATTARAUGUS COUNTY PROGRAM
- PSYCHOLOGICAL REACTIONS TO THE DEMONSTRATION

In considering the statistical results of the demonstration, Professor Winslow states that a saving in the County of fourteen lives a year from tuberculosis is a very modest estimate of the achievement of this part of the program. He declares likewise that in the County there has been a saving of twenty infant lives a year and five lives a year from diphtheria during the period of the demonstration. Admitting that such computations tell only a small part of the story of the services of the demonstration, the author declares that in these three groups alone, there has been a saving of life capital worth to the community \$300,000 a year, or more than double the cost of the entire County health program.

A SIMILAR critical review and evaluation of the program of health work in Syracuse is contemplated. The Syracuse Department of Health has a very creditable record of achievements. The City was awarded first place for excellence of health administrative practices among cities with a population ranging from 100,000 to 500,000 entering the 1929 Inter-Chamber Health Conservation Contest conducted by the United States Chamber of Commerce and the American Public Health Association.

The course of the tuberculosis death rate in Syracuse (including Syracusans dying in Onondaga Sanatorium) has been practically on a level since 1921, although the corrected rate of 57.5 in 1929 is the lowest corrected rate ever recorded, and it is anticipated that the 1930 rate will be even lower.

Intensive campaigns have been carried on each year for the immunization of children against diphtheria. The first death from this disease in eleven months was recorded in April, 1930—that of a child who had not had immunizing treatments. Before immunization was begun in 1923, there had never been more than two consecutive months without a diphtheria death. In each of the years 1916, 1917, 1920 and 1921 there was only one month without a death from this cause. In 1922 there were deaths from diphtheria in every month of the year.

A complete program for child welfare has been centered under the director of the Bureau of Child Hygiene. The interest shown by mothers in bringing children to the well-baby conferences at an early age is undoubtedly a factor in the maintenance of the unusually low infant mortality in Syracuse. The death rate of Syracuse children under one year of age for the first eleven months of 1930 indicates that the rate for 1930 will be approximately the same as the rate of 55.7 in 1929, which was the lowest on the Department's records.

The recognition by the Common Council of the work of the Health Department, as shown by their increasing appropriations for this service each year, is outstanding evidence that the citizens of Syracuse know the value of public health work and are willing to support it. The budget adopted by the Council for the work of the Department has increased from \$144,000 in 1923, the year the urban health demonstration was inaugurated, to \$314,000 in 1930.

WHEN organized, the metropolitan health demonstration, while projected as an official undertaking centered under the leadership of the New York City Department of Health, was virtually a private enterprise, its policies being initiated by the governing body, the Community Health Council, of which the Health Commissioner was chairman. As the program was proved practical, however, the Health Department has taken an increasing share of responsibility for the development of activities and in 1931 the Health Department is assuming a large portion of the management of the demonstration.

One of the most important activities of recent months in the Bellevue-Yorkville district has been a social hygiene campaign, launched in October. The campaign has over-stretched local boundaries in interest, having been the subject of wide newspaper and magazine comment.

Through its financial assistance to the Bellevue-Yorkville Health Center, the East Harlem and Judson health centers, and similar projects, the Fund has cooperated with other voluntary organizations in demonstrating to the official health authorities in New York City the value of the local health center as a means of improving community health. One outcome of this was the appointment in 1928 by Dr. Shirley W. Wynne, commissioner of health in the City, of a Committee

on Neighborhood Health Development which, following an extensive study, submitted a program which, having been subsequently endorsed by Mayor James J. Walker, was made the basis of a request by Dr. Wynne for the establishment of twenty health centers in the City. The Board of Estimate and Apportionment approved the program and authorized the expenditure in 1931 of \$1,000,000 to be used for the purchase of sites and the erection of four of these centers.

Another important outgrowth of the metropolitan health demonstration has been the city-wide activities of the Diphtheria Prevention Commission of the City Department of Health, which, during its first year of operation, succeeded in securing the immunization of over 200,000 City children.

As was pointed out in the July, 1930, *Bulletin*, both by virtue of its later organization and because of a greater concentration of the Fund's interests in health programs in New York City, support of the Bellevue-Yorkville Health Demonstration is being continued in 1931.

