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## NOTES ON COMPULSORY SICKNESS INSURANCE LEGISLATION IN THE STATES, 1939-44 ${ }^{1}$

By Adela Stucke, Assistant Statistician, United States Public Health Service?

Although popular interest in compulsory sickness insurance ${ }^{3}$ legislation was aroused by the introduction into Congress of Senator Wagner's proposal for a national health program (S. 1620) in 1939, State legislatures have enacted few laws of this type. Throughout the course of the 6 years from 1939 through 1944, only 14 States considered legislation relating to some aspect of compulsory sickness insurance. Of the 116 bills introduced in these States, 11 were enacted into law. Twenty-seven bills were introduced in 1939-40, 35 in 1941-42, and 54 in 1943-44. Of the 11 laws passed, 2 were enacted in the first biennium, 2 in the second, and 7 in the third. ${ }^{4}$

That the percentage of bills passed was so small is evidence of indifference or opposition to the subject. However, another factor contributing to the small percentage of enactments in relation to bills introduced is that final action may be taken on but one of two companion bills introduced at the same time in both branches of the legislature or on the last version of a succession of amended drafts, each of which has been assigned a different number.

If any bills have been overlooked inadvertently in this survey, the number would be so small that there would be no distortion of the picture of behavior of State legislatures with respect to compulsory sickness insurance.

[^0]State proposals for compulsory sickness insurance may be divided into two main categories:

1. Legislation designed to establish a compulsory sickness program within an existing unemployment compensation system.
2. Legislation providing for independent administration of sickness benefits and drawn in conformance with the principles of the model health insurance bill of the American Association for Social Security, commonly known as the "Epstein bill." ${ }^{5}$

SICKNESS INSURANCE WITHIN EXISTING UNEMPLOYMENT COMPENSATION SYSTEM

Attempts were made in 11 States $^{6}$ to enact legislation embracing the first type of compulsory sickness insurance, which may in turn be divided into two categories according to the manner in which the program is financed: (1) Cash sickness funds collected and maintained apart from the regular unemployment compensation funds; (2) the same funds used to pay both disability benefits and unemployment compensation benefits.

Program financed from separate cash sickness funds.-Thirty-seven bills were introduced in 7 States (California, Connecticut, Maine, New Hampshire, New Jersey, Rhode Island, and Washington) during 1939-44 proposing either to establish a system of sickness insurance administered jointly with unemployment compensation and maintaining separate funds, or to amend the one existing State law in this field (table 1, column 8). Bills in the latter classification, of which there were 21, will be discussed in another section of this paper.

Of the 16 remaining bills, 7 were presented to the California legislature. Six of these were identical, companion bills being introduced in both houses during each regular session (S. 1127 and A. 2172 in 1939, S. 645 and A. 1730 in 1941, and S. 885 and A. 1079 in 1943). Assembly bill No. A. 2172 was the only one to receive any legislative action after its initial referral to committee, having been defeated in the 1939 Assembly by a vote of 48 to $20 .{ }^{7}$ These measures proposed to amend the California Unemployment Reserves Act of 1935 by changing the title to the Social Insurance Act and providing for a plan of compulsory health insurance to be integrated with the system of unemployment insurance. Medical benefits under the contemplated program were to be administered by a Bureau of Medical Service to be created in the Department of Employment, although the Division of

[^1]Public Employment Offices and Benefit Payments was to be utilized to collect, account for, prepare the records, and do the disbursing for unemployment compensation, as well as for disability benefits and medical benefits. Not only was the health insurance plan to be linked clơsely with the unemployment compensation system administratively, but it was partly dependent upon the latter program for financial resources, as indicated by the composition of the health insurance fund.

Senate bill No. 879, introduced in California in 1943, differed from the six above-mentioned bills in that medical benefits were excluded from its provisions. The program of disability unemployment insurance which it proposed to establish was to be financed by utilizing that part of the unemployment contributions which employees had been making ( 1 percent of wages) and such appropriations for disability benefits as might be made from Federal funds. This bill too died in the Senate.

Rhode Island law.-Two bills were introduced in Rhode Island in 1942, one of which (S. 171) became the first State compulsory cash sickness compensation law in the Nation. The Rhode Island law (Ch. 1200, Laws 1942) became effective May 10, 1942; taxes under the act were levied starting June 1, 1942; and benefits were payable on and after April 1, 1943. The cash sickness benefits program is administered jointly with the unemployment insurance system in that the same personnel and machinery are utilized and the same benefit formula and coverage apply. However, a separate fund is maintained for the payment of sickness benefits and, aside from interest on investments, it has been built up entirely by contributions of covered employees- 1 percent of their earnings up to $\$ 3,000$.

This method of financing did not impose any additional hardship on covered employees in Rhode Island since they had been contributing 1.5 percent of their wages for unemployment benefits, and with the passage of the sickness compensation law the unemployment contributions were reduced to 0.5 percent. Thus, an employee now pays no more for a combination of unemployment insurance and sickness benefits than he previously paid for the former alone.

The Rhode Island law, as originally enacted, limited the amount which could be used for administering the cash sickness program to 1 percent of the contributions collected. Later this was increased to 3 percent (Ch. 1481, Laws 1944).

As a means of preventing malingering, the law specified that a claimant must see a doctor within 5 days after the start of an illness and, in most instances, at least once a week thereafter until he can return to work. In addition, a medical panel was added to the administrative staff of the Rhode Island Unemployment Compensation Board to review the certifications of doctors and to examine question-
able claims. In spite of these control measures, cash sickness benefit payments have been considerably in excess of expectations. During the first full year of operations, 32,624 claimants, or more than 1 out of every 8 wage earners covered, received $\$ 3,881,162.07$ in benefits. ${ }^{8}$ Undoubtedly the development of this situation may be attributed in part to the liberal definition of "sickness" under the act. The Rhode Island law was enacted without precedents upon which to work, and it is to be expected that experience under its provisions would expose defects in this legislation.

Amendments to Rhode Island Cash Sickness Compensation Act.The fact that Rhode Island is the only State to have enacted legislation providing cash benefits for unemployment due to illness lends particular significance to the bills which have been introduced in amendment of the act. Three amendments proposed in 1943 were all enacted. The first (S. 120, Ch. 1369) permitted the Unemployment Compensation Board, on the Governor's authorization, to modify the scale of sickness benefits, to increase the waiting period, or to make any other changes in the regulations covering eligibility for payment of benefits which the board found necessary to keep the cash sickness fund solvent. The second (S. 177, Ch. 1368) exempted Christian Scientists from the provisions of the act. And the third (H. 786, Ch. 1367) provided that employees should be entitled to cash benefits even though they continued to receive wages during periods of illness because of a previous agreement with the employer or if they received Workmen's Compensation or primary insurance benefits under Title II of the Social Security Act (Old-Age and Survivor's Insurance). This provision has been criticized ${ }^{9}$ as unsound because through it a worker would receive more compensation while he is sick than when he is at work. It is feared that malingering would be fostered, thus nullifying the intent of social insurance.

In 1944, there were 18 proposed amendments to the Rhode Island act, but only 2 of these became laws. The first of the enactments (S. 96, Ch. 1412) provided that the term "contributions"-the payments made into the fund-be construed to mean "taxes." Thus, such contributions would be no longer taxable. ${ }^{10}$ The second (H. 524, Ch. 1481) increased from 1 to 3 percent the portion of the sickness fund to be made available to the unemployment compensation board for administrative purposes.

Only the more important of the 16 bills which failed of enactment during 1944 need be mentioned here. Three of these (H. 520, H. 523, and H.526) sought to repeal H. 786, Ch. 1367, the third 1943 amend-

[^2]ment described above. Two bills (H. 787 and H. 891) sought to increase the coverage of the act by placing under it social agency workers and employers with two or three employees.

The provisions of the Rhode Island act are very generous with regard to maternity benefits, inasmuch as no distinction is made between pregnancy and other forms of "sickness." It is possible, under this law, for an expectant mother to receive the maximum total amount of benefits payable under the act. In an effort to tighten the provisions with respect to benefits during pregnancy, a proposal was made to limit the period for which such benefits would be payable to "a period of 10 weeks following completion of the required waiting period, or for such number of weeks as said claimant may have benefit credits available, whichever period is shorter" (H. 521).

Two other bills (S. 72 and H. 684) proposed to reduce the waiting period in Rhode Island from 1 week to 3 consecutive days; to eliminate the provision for an additional waiting period for each succeeding period of illness; and not to count any week in which he received unemployment compensation benefits toward an individual's required waiting period. Amendments were also proposed to increase the employee contribution to the cash sickness fund from 1 to 1.5 percent, and at the same time to repeal the 0.5 percent unemployment compensation tax now paid by employers, the intent being to transfer unemployment funds to help finance the cash sickness benefits program (H. 525 and H. 610).

Of the 16 proposals to amend the Rhode Island Cash Sickness Compensation Act which failed of enactment during 1944, not one received any legislative action after it was referred to committee.

Representatives from other States have gone to Rhode Island from time to time to study the cash sickness law and the operation of its sickness benefits program, and as a result similar enactments have been attempted elsewhere. Connecticut, Maine, and Washington introduced during the 1943 session bills (H. 591, H. 1211, and H. 245, respectively) which were closely patterned after the Rhode Island law. All three proposals died in the lower house. The New Hampshire Commission on Disability Benefits prepared a draft bill embodying many of its provisions, and a bill (H. 341) based on this draft was introduced during 1943 by the House Committee on Rules; but it too failed of enactment.

In 1944 the New Hampshire Legislature used a somewhat different approach toward solving the problem of providing benefits for sick employees in a bill (H. 352-x) reported to have been sponsored by the Manufacturers' Association of that State. This measure provided
that the Commissioner of Labor set up minimum standards applying to sickness and disability insurance, and then required every employer covered by the unemployment compensation law either to purchase a policy conforming to the minimum standards from a private insurance company or to arrange for a similar insurance plan of his own. Thus, it would appear that employers in New Hampshire were endeavoring to keep health insurance in the hands of private carriers rather than to have government enter the business. This bill also was allowed to die in the House.

The only other State in which legislation was proposed to combine unemployment compensation and cash sickness benefits while maintaining separate funds for their operation was New Jersey. Two such bills (S. 100 and A. 61) were defeated in that State in 1944. The Senate bill was the more interesting of the two in that it sought to recover from the Federal Government all unemployment contributions paid up to that time by employees and divert them to the cash sickness compensation fund.

Program financed from unemployment compensation funds.-In 6 States (California, Massachusetts, New York, Pennsylvania, Rhode Island, and South Carolina) 41 bills were introduced during the years 1939-44 to expand the provisions of their respective unemployment compensation laws to include benefits for employees unable to work because of illness or other physical disability (see table 1, column 9). In most instances it was proposed to accomplish this by the simple device of changing the definition of "unemployment" in the existing unemployment insurance laws; some bills would have amended the qualifying provisions of the law in regard to "benefit eligibility conditions;" and others merely stated that "any person absent from work on account of sickness shall not therefor be debarred from receiving benefits under the law providing unemployment compensation."

Massachusetts and New York were the two most active States with respect to the volume of bills presented to their legislatures. In the former State, bills to provide" unemployment benefits to persons leaving employment because of injury, sickness, or accident" were introduced as follows: 6 in 1939, 11 in 1941, and 5 in 1943. All of the 1939 bills were killed in both houses of the legislature, the 1941 bills were withdrawn from both houses, and the 1943 bills were reported by a substitute bill which requested that a study be made of the questions involved. Bills in this category were presented to the New York legislature in each session after 1939. The 1941 bill (A. 121) was passed by both houses, but it was vetoed by the Governor. Eleven other bills introduced in subsequent years were allowed to die in the branch of the legislature where they originated.

There were six bills introduced in the four remaining States, one in California, two in Pennsylvania, two in Rhode Island, and one in South Carolina. These measures also failed of enactment.

SICKNESS INSURANCE WITH ADMINISTRATION INDEPENDENT OF OTHER INSURANCE SYETEMS
The second type of proposal for compulsory sickness insurance (i. e., a sickness benefits program sepàrate from any other insurance system) appeared in 28 bills introduced by 10 States during the years 1939-44 (table 1, column 10). Proposals made in 1941 in Connecticut (S. 529 and H. 1979), Oregon (H. 203), and Washington (S. 247) followed exactly the 1940 revised version of the model health insurance bill of the American Association for Social Security (the "Epstein bill").

In New York identical bills were introduced in 1939 (A. 2241), 1940 (S. 1445, A. 1812, and A. 1842), 1941 (S. 313 and A. 371), 1942 (A. 905), and 1943 (S. 34 and A. 58) which were almost the same as the Epstein bill, the only change being that administrative authority was to be placed in a health insurance board which was to be created in the State Department of Health instead of being established as an independent body. Five other proposals in New York were based upon the model bill. One of these (A. 1710) differed only in that nonmanual workers earning $\$ 30$ a week or more were not excluded from benefits, and maternity benefits were increased from $\$ 15$ to $\$ 25$. Assembly bill 28, introduced in 1943, and two 1944 bills (A. 197 and S. 409) varied from the model bill on several other counts.

Proposals made in Missouri in 1941 (H. 617) and in Rhode Island in 1940 (H. 658) were based on the model bill originally sponsored by the American Association for Social Security in 1934, rather than on the 1940 version. Some of the changes made by the later Association draft were not included in the Missouri and Rhode Island bills, thus distinguishing them from those introduced in previously mentioned States. The changes are outlined as follows: (1) The waiting period was increased from 5 to 7 days; (2) nonmanual workers earning over $\$ 1,500$ instead of $\$ 3,000$ were excluded from benefits; (3) the method of paying cash benefits was changed from that of a percentage of wages for each day of loss to that of flat benefits, in accordance with the size of family, for each week of loss.

Since 1939 at each of the regular sessions of the Wisconsin legislature there was introduced a compulsory health insurance bill (A. 807 in 1939, A. 586 in 1941, and A. 327 in 1943) differing from both the mode] bill and other bills in this field. Contributions to the health insurance fund were to be paid only by employers and employees (there being no provision for State participation) on a flat 2-percent basis for each group instead of being graduated. Like A. 1452 in New York, the Wisconsin measure provided for "health benefits" (i. e., medical services) but not for cash benefits.

None of the bills proposing the establishment of an independent system of compulsory sickness insurance was enacted, and few received any legislative action after first referral to committee.

Table 1.-Classification of State compulsory sickness insurance bills: 1939-44


See footriotes at end of table.

Table 1.-Classification of State compulsory sickness insurance bills:

\begin{tabular}{|c|c|c|c|c|c|c|c|c|c|c|}
\hline \multirow[b]{3}{*}{State

(1)} \& \multicolumn{6}{|c|}{Year} \& \multicolumn{3}{|l|}{Classification of bills by type of administration and types of sicknees fund} \& \multirow[b]{3}{*}{Final disposition} <br>
\hline \& \multirow[b]{2}{*}{183} \& \multirow[b]{2}{*}{1940} \& \multirow[b]{2}{*}{1941} \& \multirow[b]{2}{*}{1942} \& \multirow[b]{2}{*}{1943} \& \multirow[t]{2}{*}{} \& \multicolumn{2}{|l|}{Administration linked to unemployment compensation} \& \multirow[t]{2}{*}{Adminis-
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\hline \& \& \& \& \& \& \& Financed from separate cash sickness funds \& | Financed from un-employment compensation funds |
| :--- |
| (9) | \& \& <br>


\hline \multirow[t]{12}{*}{New York.......} \& \& \& \& \& \& x \& \& A 316 \& A. 197 \& \multirow[t]{11}{*}{| Died in Assembly. Do. |
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\hline \& \& \& \& \& - \& $x$ \& \& A. 638 \& \& <br>

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$$ \& -- \& --- \& -- \& A. 895 \& \& <br>

\hline \& \& \& \& \& \& x \& \& \& A. 1452 \& <br>
\hline \& \& \& --- \& x \& -- \& \& \& A. 1842 \& \& <br>
\hline \& \& \& -- \& I \& x \& \& \& A. 1673 \& A. 1710 \& <br>
\hline \& \& x \& \& \& \& \& ---1- \& \& A. 1812 \& <br>
\hline \& $\cdots$ \& x \& \& \& \& \& \& \& A. 1842 \& <br>
\hline \& $\mathbf{x}$ \& \& \& \& \& \& \& \& A. 2252 \& <br>
\hline \& \& \& I \& \& \& \& \& \& H. 203 \& Died in House. <br>

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\hline \multirow[t]{18}{*}{Rhode Island...--} \& x \& \& \& \& \& \& \& \& H. 671 \& ${ }_{\text {Do. }}$ <br>
\hline \& \& \& \& \& -- \& ${ }^{x}$ \& S. 96 \& \& \& Approved, Mar. 7. 1944. <br>

\hline \& \& \& \& \& x \& x \& S. 112 \& \& \& | Died in Senate. |
| :--- |
| Approved Apr. 28, 1943. | <br>

\hline \& \& -- \& -- \& x \& - \& --- \& 8. 171 \& -.---..- \& \& Approved Apr. 29, 1942. <br>

\hline \& \& \& \& \& \& x \& H. 518 \& \& \& | Approved Apr. 28, 1943. |
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| Died in House. | <br>

\hline \& ---- \& \& \& \& -- \& x \& H. 519 \& ----...-- \& \& Do. <br>
\hline \& \& \& \& \& \& x \& H. 521 \& \& \& Do. <br>
\hline \& \& \& \& \& .- \& $\pm$ \& H. ${ }^{\text {H. }} 522$ \& .-...-.-- \& \& Do. <br>
\hline \& \& \& \& \& \& ${ }^{x}$ \& H. 524 \& \& \& Approved Apr. 24, 1944. <br>
\hline \& \& \& \& \& \& x \& H. 525 \& \& \& Do. in House. <br>
\hline \& \& \& \& - \& - \& x \& H. 591 \& \& \& Do. <br>
\hline \& \& \& \& \& \& x \& H. 610 \& \& \& Do. <br>
\hline \& \& x \& \& \& \& \& \& \& H. 858 \& Do. <br>
\hline \& \& \& \& \& \& x \& H. 753 \& \& \& Died in Senate. <br>
\hline \& \& \& \& \& x \& - \& H. 788 \& \& \& Approved Apr. 28, 1943. <br>
\hline \& x \& \& \& \& \& \& \& \& H. 800 \& Died in House. <br>
\hline \& \& x \& \& \& \& x \& H. 891 \& H. 835 \& \& Do. <br>
\hline \& \& \& \& I \& \& \& \& H. 902 \& \& Died in Senate. <br>

\hline \multirow[t]{2}{*}{| South Carolina... |
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| Washington |} \& \& x \& \& x \& \& \& H. 957 \& H. 2088 \& \& Died in Senate. <br>

\hline \& \& \& x \& \& \& \& \& \& 8. 247 \& Died in House. <br>
\hline \multirow[t]{3}{*}{Wisconsin.......-} \& \& \& \& -- \& x \& -- \& H. 245 \& \& \& Died in House. <br>
\hline \& \& \& x \& \& \& \& \& \& A. 327 \& Killed in House. <br>
\hline \& \& \& \& \& \& \& \& \& A. 807 \& Killed in Assembly. <br>
\hline Total......- \& 16 \& 8 \& 24 \& 10 \& 23 \& 25 \& 37 \& 41 \& 28 \& <br>
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\end{tabular}

[^3]
## LEGISLATION PROPOSING STUDY OF SICKNESS INSURANCE

Aside from the "Rhode Island Cash Sickness Compensation Act" and amendments thereto, no other State legislation relating to compulsory sickness insurance was passed during the 6-year period 1939-44 with the exception of a few laws authorizing the appointment of commissions to study and report on the problems involved (see table 2). Connecticut twice, once in 1939 (H. 1495) and again in 1943 (S. 635), failed to pass bills providing for the study and investigation of the "subject of a system of health insurance for the people of the State."

Table 2.-Scope and final disposition of State bills proposing study of sickness insurance, 1939-44

| State | Bill No. | Year | Scope | Final disposition |
| :---: | :---: | :---: | :---: | :---: |
| Connecticut.... | H. 1495 <br> S. 635 <br> H. J. Res. 32 ....... | $\begin{array}{\|l\|} 1939 \\ 1943 \\ 1939 \end{array}$ | Provides appointment of commission to study health insurance. $\qquad$ | Killed in House. <br> Killed in Senate. Approved Apr. 26. |
| Maryland.-.-.-.- |  |  | Requests Governor to appoint commission to study compulsory hospital jnsurance. |  |
| Massachusetts.-- | S. 443.-.------...- | 1943 | Establishes commission to study payment of unemployment compensation benefits to workers absent because of sickness. | Reported by substitute H. 1852. |
| New Hampshire. | H. 1852 <br> H. 327. | $\begin{aligned} & 1943 \\ & 1939 \end{aligned}$ | Establishes commission to study protection of persons unemployed because of sickness. | Approved June 11. Approved June 16. |
|  |  | 1941 | Extends Commission on Disability Benefits. -ado | Approved May 20. Do. |
| New York. | A. Res. (CCH 44) | 1944 | Provides industrial commissioner have study made re: extension of unemployment insurance law to cover those unemployed because of illness. | Died in Assembly. |

Note.-In 1943, Rhode Island introduced a bill (S. 60) to create a special commission to study the advisability of postponing for one full year the provisions of its cash sickness compensation act.

Maryland, on the other hand, passed a law in 1939 (Joint Resolution 12), the purpose of which was "to explore the possibility of transforming voluntary hospital insurance into compulsory hospital insurance" (see footnote 7, page 1552). Under this law the Governor was requested to appoint a commission to study the subject and to report to the General Assembly on or before January 15, 1941. However, insofar as this author has been able to ascertain, nothing came of this law; the commission apparently was never designated.

- Two bills (S. 443 and H. 1852) were introduced in Massachusetts in 1943 providing for an investigation relative to the payment of unemployment compensation benefits to employees absent from work on account of sickness. The house bill, which became law (Ch. Res. 54, Laws 1943), directed the State Advisory Council in the Division of Employment Security to make the investigation and to report its findings by November 1944.

In connection with the preparation of its report (see footnote 9, page 1554), the Council conducted a series of informal hearings with representatives of various interested groups to ascertain their attitude toward a State compulsory program of sickness benefits. As a result it was determined that: (1) The greatest fear of manufacturers was that the additional tax burden would place them at a competitive disadvantage with employers in other States; (2) insurance companies questioned the advisability of beginning such a program during the present period of èmergency and unsettled conditions, particularly since the influx of women into industry in wartime would create an extra drain on the funds of the system; (3) the medical group was apprehensive that medical care would eventually be regimented in the hands of a bureaucracy; and (4) the two largest groups of organized labor in the State appeared to be divided: Of these two groups, one favored very definitely a State compulsory plan of sickness benefits, even if the workers must finance the program; in the other group, the officials of the State headquarters objected to any program which the employंees would have to carry alone. The "rank and file of labor who attended hearings throughout the State" approved the plan even to the extent of employee participation.

One of the major issues which confronted the Advisory Council was the method of administering a program of disability benefits. It was pointed out that the objectives of the proposed plan were similar to those of unemployment compensation and that the same machinery and procedures could be utilized for the collection of contributions, the filing of wage record data, and the payment of claims. However, existing legislation would necessitate establishing separate funds for the two programs, both for the payment of benefits and for administrative purposes. Employer contributions under the Massachusetts Employment Security Law may be used only for the payment of benefits to those unemployed because of lack of work, and the Federal Social Security Board has ruled that no funds under Title III of the Social Security Act will be furnished to a State to be used in the administration of a sickness benefits plan. "The only solution to their use for both programs would be an amendment to the Social Security Act eliminating the qualifying provision of 'availability for work,'• thus permitting benefits for unemployment caused by either lack of work or by sickness" (see footnote 9, p. 1554).

Linking sickness benefits with Workmen's Compensation was suggested as another device for administering a system of cash sickness compensation. It was noted that a disability benefits program could be regarded as bearing a greater resemblance to Workmen's Compensation than to Unemployment Compensation for the reason that when a person is unemployed due to illness or accident he is retained on the
payroll even though he is unable to work; whereas under Unemployment Compensation, to be eligible for benefits, the individual must be unemployed because of lack of work and he must be available to take another job. It is to be presumed that under such an arrangement the employer would be compelled to insure his employees against the perils of nonoccupational accidents and illness in the same manner that he now is required to provide for their insurance against occupational accidents or illness.

Still another observation was offered to the effect that it might be desirable to extend the coverage of the sickness insurance system to the entire working population and not restrict it to those employees covered by either Workmen's Compensation or Unemployment Compensation. In that event persons whose income is not subject to payroll accounting would undoubtedly be included under the plan, thus making it impracticable to base benefit payments on earnings and to collect wage record data and contributions at the source, in accordance with "the accepted insurance principle." "Coverage of the entire working population would presuppose the imposition of a flat premium, with perhaps a flat amount as a benefit, based on salary ranges rather than specific earnings, similar to private insurance methods."

In concluding its report, the Massachusetts State Advisory Council recommended further study of the subject after conditions become more normal and better judgment on some of the unknown factors may be forthcoming.

The New Hampshire Commission on Disability Benefits, established by law in 1939 (H. 327, Ch. 206) and continued by two successive acts (Ch. 117, Laws 1941, and Ch. 211, Laws 1943), submitted two reports on its findings. ${ }^{11}$

The first of these affirmed the need for a program of disability insurance in the State; it estimated the cost of such a program, recommending that it be financed by a tax not to exceed 1 percent of pay roll; and it outlined a tentative plan for administering a cash sickness compensation system in conjunction with unemployment insurance.

The second report presented the opinion that complete coverage of the working population could be achieved only through a compulsory system of disability insurance. Summarized also in the supplementary report were the results of the Commission's efforts to determine the attitude of the Federal Social Security Board with regard to utilization by the State of unemployment compensation facilities for the administration of a cash sickness benefits program.

[^4]The Commission recommended (1943 report) that "operation of such a system in New Hampshire be deferred until doubts relative to the possibility of joint administration are dispelled."

New York was the only State in which a bill was introduced in 1944 (CCH Assembly Bill No. 44) requesting that a study be made of both the need for, and the estimated cost of, liberalizing the unemployment insurance law so as to extend benefits to persons who become unemployed because of sickness. This bill was allowed to die in assembly.

## LEGISLATIVE TRENDS

During the period 1939-44, 44 State legislatures held 3 regular biennial meetings and 4 legislatures held 6 annual meetings. In this time 116 bills dealing with some phase of compulsory sickness insurance were introduced in 14 States. Twenty-eight bills proposed State-wide systems of compulsory health insurance; 37 bills provided for plans of sickness benefits to be administered in conjunction with unemployment insurance but financed from separate funds; 41 bills called for the extension of unemployment compensation benefits to persons absent from work on account of illness; and 10 bills authorized or requested that studies be made of the various problems connected with compuslory sickness insurance.

The only legislation enacted was the Rhode Island Sickness Compensation Act of 1940, several amendments thereto, and laws providing for the study of health insurance in Maryland, Massachusetts, and New Hampshire. Although the volume of legislation concerned with compulsory sickness insurance introduced in the biennium 1943-44 was double that of 1939-40, the number of States considering such legislation was the same in both periods. Thus it would appear that a few industrial States in the East and the far West are becoming more interested in the subject, but that by far the greater part of the country has not been concerned with the development of State sickness insurance programs.

Indications are that this latter tendency is undergoing somewhat of a change. During the first 3 months of 1945, legislation in this field was introduced for the first time in six widely dispersed and mainly nonindustrial States (Colorado, Minnesota, Montana, Nevada, New Mexico, and North Carolina). Through March 1945, 50 bills were presented to the legislatures of 13 States, ${ }^{12}$ while in 1941, the year of greatest activity during the 6 years covered in this paper, only 27 bills were introduced in 10 States. Not only are there signs of increasing interest in the States in the whole subject of compulsory sickness insurance, but the most noticeable trend in this field is the favor shown toward legislation which adds cash or cash and medical

[^5]benefits to. existing unemployment insurance programs. Already 39 bills of this type have been introduced, 9 providing for the extension of unemployment compensation funds for this purpose, 22 for separate funds, and 8 proposing amendments to the Rhode Island Cash Sickness Compensation Act. Only 5 bills call for the setting up of new systems for compulsory sickness insurance, while 6 bills request that studies be made concerning the subject.

Even though the volume of legislation introduced has increased considerably, up to the present Rhode Island is the only State to have enacted a law establishing a compulsory sickness insurance program. Few bills have been reported out of committee, and where passage was affected, the bill was radically changed. For example, the State of Washington introduced a bill (S. 193) calling for a system of disability benefits to be administered jointly with its unemployment compensation program, but the law as approved on March 13, 1945, provided only that the Commissioner of Unemployment Compensation and Placement "make a study to determine the practicability and necessity of meeting the problems of unemployment in the State due to sickness, accident or injury, by the enactment of legislation which would alleviate the hardships caused by such unemployment."

Undoubtedly there are many and varied reasons for enactment of so little compulsory sickness legislation in the States. It is often difficult to ascertain why certain bills are treated with either open opposition or complete indifference, but some of the reasons for the lack of enthusiasm displayed in the States for legislation of this type are revealed in the several reports mentioned earlier in this paper. A brief summary follows:

1. The passage of compulsory sickness insurance legislation would be an entering wedge into the field of compulsory budgeting of personal expenditures and would amount to "an infringement on an individual's liberty."
2. During the present emergency people have been encouraged to buy war bonds, thus building up cash reserves, and there should be relatively few who will be unable to care for themselves for some time to come after the war.
3. In spite of much employment and higher incomes, the burden of taxation is already so great that both workers and employers can ill afford to pay for additional insurance.
4. Group insurance plans between employers and employees and private hospitalization plans especially designed for the low- and middle-income groups have developed at a phenomenal rate, thus lessening the need for compulsory insurance.
5. State legislation may be retarded in some States because of uncertainty concerning possible Government centralization of all types of social insurance, including a new Federal program of permanent and temporary disability.

On the whole, it appears that, although more and more States are becoming cognizant of the possibilities of compulsory sickness insurance as a means of protecting individuals who become ill or temporarily disabled, most State legislatures have as yet been hesitant to take positive action.

## prevalence of communicable diseases in the UNITED STATES

## November 4-December 1, 1945

The accompanying table summarizes the prevalence of nine important communicable diseases, based on weekly telegraphic reports from State health departments. The reports from each State for each week are published in the Public Health Reports under the section "Prevalence of disease." The table gives the number of cases of these diseases for the 4 weeks ended December 1, 1945, the number reported for the corresponding period in 1944, and the median number for the years 1940-44.

Number of reported cases of 9 communicable diseases in the United States during the 4-week period November 4-December 1, 1945, the number for the corresponding period in 1944, and the median number of cases reported for the corresponding period, 1940-44


[^6]Diphtheria.-During the 4 weeks ended December 1 there were 2,624 cases of diphtheria reported, as compared with $1,828,1,528$, and 1,904 during the corresponding period in the years 1944, 1943, and 1942, respectively. The $1940-44$ median for this period was represented by the 1944 incidence ( 1,828 cases). Each section of the country except the Middle Atlantic reported an excess over the preceding 5year median. While the largest numbers of cases were reported from the South Atlantic and Squth Central sections, the greatest relative excess over the normal seasonal expectancy was reported from the New England section where the number of cases (67) was 2.5 times the 1940-44 median. For the country as a whole the current incidence is the highest since 1939 when approximately 3,000 cases were reported during this period.

Influenza.-The number of cases of influenza rose from 8,390 during the 4 weeks ended November 3 to 25,381 during the 4 weeks ended December 1. Sharp increases were reported from some States in all sections except the North Atlantic and Pacific. Half of the cases were reported from 2 States which consistently report more cases than other States, whether the disease is epidemic or normal. Ninety percent of the cases were reported from 10 States, viz, Texas ( 9,736 cases), South Carolina ( 3,294 ), Virginia $(2,604)$, Indiana $(1,667)$, West Virginia (1,517), Colorado (900), Alabama (795), Kansas (784), North Dakota (705), and Utah (631)-a total of 22,633 cases. Compared with preceding years the current incidence for the country as a whole was 3.6 times the 1940-44 median, while in the various sections the reported cases ranged from 1.5 times the median in the Middle Atlantic section to more than 22 times the median in the West North Central section. However, in periods of relatively low incidence, cases are so incompletely reported that a high ratio may not reflect a truly high incidence. In 2 sections, the New England and Pacific, the incidence was considerably below the normal expectancy.

Meningococcus meningitis.-The number of cases (397) of this disease was only about 60 percent of the number reported for the corresponding period in 1944, but it was 30 percent above the preceding 5 -year (1940-44) median. Fewer cases were reported in each section than occurred in 1944, but only 3 sections, the New England, South Atlantic, and Mountain, reported a decline from the median incidence. An increase of this disease is normally expected at this season of the year, but it is not anticipated that the incidence will reach the epidemic proportions of the last 3 years.

Poliomyelitis.-The number of reported cases (932) of poliomyelitis was slightly below the 1944 incidence, but it was more than 20 percent above the 1940-44 median for the corresponding period. The Middle

Atlantic and South Atlantic sections reported fewer cases than in 1944 and in the East South Central section the incidence was approximately the same as in that year, but in all other sections the cases exceeded the 1944 incidence. Compared with the 1940-44 median the South Atlantic section alone reported a relatively low incidence. The number of cases of this disease dropped more than 50 percent during the current week and a further decline may be expected as the lowest incidence is normally reached during the winter months.

## DISEASES BELOW MEDIAN PREVALENCE

Measles.-While the number of cases $(8,146)$ of measles was three times that reported for the corresponding 4 weeks in 1944, it was only about 75 percent of the 1940-44 median. Every section of the country reported an increase over the 1944 incidence and all but the New England, Middle Atlantic, West North Central, and Mountain regions reported excesses over the preceding 5 -year medians. The largest number of cases, and also the greatest excess over the normal seasonal incidence, was reported from the Pacific section.

Scarlet fever.-The incidence of scarlet fever was about normal for this period, the number of cases $(10,714)$ being only slightly above the normal seasonal incidence. The increase appeared to be largely due to an excess of cases in the South Atlantic, West South Central, and Pacific sections, since in all other regions the incidence either approximated the median or fell below it. The greatest excess over the median was reported from the Pacific section, with 1,224 cases as compared with a median of 749 cases.

Smallpox.-The incidence of this disease was higher than during the corresponding period in 1944 but the number of cases (24) was only about one-half of the 1940-44 median incidence. The distribution of cases, however, was different from that in preceding years; in the East North Central section the number of cases was considerably below the preceding 5 -year median while in the East South Central and Mountain regions the incidence was above the normal seasonal expectancy.

Typhoid and paratyphoid fever.-The number of cases (304) of typhoid fever was slightly higher than the 1944 figure for the corresponding 4 weeks, but it was not as high as the 1940-44 median. The New England section reported a 50-percent increase over the 5 -year median; the West South Central and Pacific regions reported about the normal incidence, and in all other sections the incidence was relatively low.

Whooping cough.-More cases of whooping cough were reported for the current 4 weeks than occurred during the corresponding 4 weeks in 1944, but the number of cases $(9,377)$ was only 70 percent of the

1940-44 median. Very significant increases over 1944 were reported from the North Central section, but only one region, New England, reported any increase over the preceding 5 -year median.

## MORTALITY, ALL CAUSES

For the 4 weeks ended December 1 there were 35,803 deaths from all causes reported by 93 large cities to the Bureau of the Census. The average number reported for the corresponding period in 1942-44 was 36,123 deaths. During the first week of the 4 -week period the number of deaths was 3.8 percent higher than the preceding 3 -year average, but during the other 3 weeks the deaths were 3.4, 0.9, and 2.7 percent, respectively, below the 3 -year average.

## DEATHS DURING WEEK ENDED DECEMBER 1, 1945

[From the Weekly Mortality Index, issued by the Bureau of the Census, Department of Commerce]


# PREVALENCE OF DISEASE 

No health department, State or local, can effectively prevent or control disease without knowledge of when, where, and under what conditions cases are occurring

## UNITED STATES

## REPORTS FROM STATES FOR WEEK ENDED DECEMBER 8, 1945

## Summary

A total of 49,694 cases of influenza was reported for the week, as compared with 13,220 for the preceding week, a 5 -year (1940-44) median of 2,742 , and 23,746 for the corresponding week of 1943 , the latter figure being the largest number reported for a corresponding week in the preceding 5 years. Eleven of the forty-three States in which reports of influenza cases are required by law or regulation, located in 6 of the 9 geographic divisions, reported currently an aggregate of 46,912 cases, or 94 percent of the total. These States are as follows (last week's figures in parentheses): Kentucky 15,358 (14), Texas 7,332 (4,436), Kansas 6,848 (782), Utah 4,241 (383), Virginia 3,993 (1,438), West Virginia 3,395 (1,276), South Carolina 2,459 (1,117), Indiana 1,317 (1,253), Arkansas 785 (61), Colorado 607 (447), and Nebraska 577 (112). The same States reported 11,319 cases last week. Since July 1, a total of 94,260 cases has been reported, as compared with 23,238 and 49,062 , respectively, for the corresponding periods of 1944 and 1943. The total for the year to date is 160,734 , as compared with 358,761 for the same period in 1944 (most of which occurred in the early part of the year), 126,643 for 1943, and a 5 -year median of 191,873 .

Of the total of 118 cases of meningococcus meningitis, as compared with 105 last week, 190 and 287, respectively, for the corresponding weeks of 1944 and 1943, 50 occurred in the 4 States reporting more than 5 cases each, as follows: Illinois 16, New York 13, California 12, and Pennsylvania 9. The cumulative total is 7,618 , as compared with 15,488 for the same period last year and a 5 -year median of 3,387 .

A total of 168 cases of poliomyelitis was reported, as compared with 173 last week, 133 for the corresponding week last year, and a 5 -year median of 96. The 5 States reporting more than 7 cases each are California 21, Washington 20, Wisconsin 15, Missouri 13, and New York 12. The total to date is 13,443 , as compared with 19,021 for the same period last year and a 5 -year median of 9,600 .

Deaths recorded during the week in 93 large cities of the United States totaled 9,945, as compared with 9,462 last week, 9,343 for the corresponding week last year, and a 3 -year (1942-44) average of 9,752 . The total to date is 439,644 , as compared with 440,169 for the corresponding period last year.

Telegraphic morbidity reports from State health officers for the week ended Decomber 8, 19/5, and comparison with corresponding week of 1944 and 5 -year median
In these tables a zero indicates a definite report, while leaders imply that, although none was reported, cases may have occurred.

${ }^{1}$ New York City only.
${ }^{2}$ Period ended earlier than Saturday.
3 4,100 additional cases estimated for Oregon, not inciuded in totals.

Telegraphic morbidity reports from State health officers for the week ended December 8, 1945, and comparison with corresponding week of 1944, and 5-year median-Con.


[^7]Telegraphic morbidity reports from State health officers for the week ended December 8, 1945, and comparison with corresponding week of 1944 and 5 -year median-Con.

${ }_{3}$ Period ended uarlier than Saturday.
6 5-year median, 1940-44.
Leprosy: Florida, 1 case:

## WEEELY REPORTS FROM CITIES

City reports for week onded December 1, 1945
This table lists the reports from 85 cities of more than 10,000 population distributed throughout the United states, and represents a cross section of the current urban incidence of the diseases included in the table.

|  |  |  | $\begin{gathered} \text { Influ } \\ \\ \text { \& } \\ \text { \# } \\ 0 \end{gathered}$ |  |  |  |  |  | Scarlet fever cases |  |  |  |
| :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: |
| NEW ENGLAND |  |  |  |  |  |  |  |  |  |  |  |  |
| New Hampshire: Concord | 0 | 0 | ......- | 0 | --....- | 0 | 0 | 0 | 2 | 0 | 0 |  |
| Vermont: | 0 | 0 | ...- | 0 |  | 0 | 0 | 0 | 0 | 0 | 0 |  |
| Massachusetts: |  |  |  |  |  |  |  |  |  |  | 0 |  |
| Boston---- | 0 | 0 | ....- | 0 | 5 | 2 | 11 | 2 | 19 | 0 | 0 | 28 |
| Fall River | 0 | 0 |  | 0 |  | 0 | 0 | 0 | 3 | 0 | 0 | 1 |
| Springfeld | 0 | 0 | ..... | 0 | - 10 | 0 | 1 | 0 | 5 | 0 | 0 | 4 |
| Worcester. | 0 | 1 |  | 0 | 10 | 0 | 4 | 0 | 3 | 0 | 0 | 6 |
| Rhode Island: Providence. | 0 | 0 |  | 0 |  | 1 | 3 | 0 | 6 | 0 | 0 | 29 |
| Conneeticut: |  |  |  |  |  |  |  |  |  |  |  |  |
| Bridgeport. | 0 | 0 | .... - | 0 |  | 0 | 0 | 0 | 0 | 0 | 0 |  |
| Hartford.-- | 0 | 0 |  | 0 | 1 | 0 | 0 | 0 | 1 | 0 | 0 | 10 |
| New Haven | 0 | 0 |  | 0 |  | 0 | 1 | 0 | 0 | 0 | 1 | 7 |
| middle AtLANTIC |  |  |  |  |  |  |  |  |  |  |  |  |
| New York: |  |  |  |  |  |  |  |  |  |  |  |  |
| Buffialo-. | 0 | 0 |  | 1 | 3 | 0 | 0 | 0 | 5 | 0 | 0 | 26 |
| New York | 8 | 3 | 4 | 1 | 34 | 5 | 54 | 5 | 94 | 0 | 2 | 61 |
| Rochester | 0 | 0 |  | 0 | 4 | 0 | 3 | 0 | 1 | 0 | 1 | 8 |
| New Jersey: | 0 | 0 | -....- | 0 | 44 | 1 | 0 | 0 | 2 | 0 | 0 | 6 |
| Camden. | 0 | 0 |  | 0 |  | 0 | 1 | 0 | 0 | 0 | 0 | 3 |
| Newark. | 0 | 0 | 3 | 0 | 2 | 0 | 7 | 1 | 9 | 0 | 0 | 28 |
| Trenton-: | 0 | 0 |  | 0 |  | 0 | 0 | 0 | 0 | 0 | 0 |  |
| Philadelphia | 2 | 0 | 13 | 4 | 31 | 6 | 20 |  | 30 |  |  |  |
| Pittsburgh | 0 | 0 |  | 0 | 1 | 2 | 15 | 0 | 11 | 0 | 0 | 10 |
| Reading. | 0 | 0 |  | 0 |  | 0 | 0 | 0 | 0 | 0 | 0 | 9 |
| EAST NORTH CENTRAL |  |  |  |  |  | - |  |  |  |  |  |  |
| Ohio: |  |  |  |  |  |  |  |  |  |  |  |  |
| Cincinnati | 4 | 0 |  | 1 |  | 1 | 11 | 0 | 12 | 0 | 0 | 10 |
| Cleveland. | 1 | 0 | 65 | 0 |  |  | 9 |  | 18 | 0 | 0 | 29 |
| Columbus. | 4 | 0 |  | 0 | 1 | 0 | 1 | 0 | 14 | 0 | 0 | 4 |
| Indiana: Fort Wayne. |  | 0 |  |  |  |  |  |  |  |  |  |  |
| Indianapolis............. | 1 | 0 |  | 2 | 2 | 0 | 11 | 0 | 1 |  | 0 | 4 |
| South Bend. | 0 | 0 |  | 0 |  | 0 | 1 | 0 | 2 | 0 | 0 | 4 |
| nuterre Haute.........-- | 0 | 0 |  | 0 |  | 0 | 0 | 0 | 1 | 0 | 1 |  |
| nlinois: |  |  |  |  |  |  |  |  |  |  |  |  |
| Chicago | 2 | 0 | 5 | 0 | 188 | 15 | 36 | 2 | 47 | 0 | 0 | 75 |
| Michigan: | 0 | 0 | ..... | 0 |  | 0 | 1 | 0 | 3 | 0 | 0 | 5 |
| Detroit. | 5 | 0 |  | 0 | 47 | 0 | 16 | 1 | 37 | 0 | 0 |  |
| Flint-1.-.........- | 0 | 0 |  | 0 | 15 | 0 | 1 | 0 | 3 | 0 | 0 | 1 |
| Wrand Rapids.....-- | 0 | 0 |  | 0 |  | 0 | 0 | 0 | 3 | 0 | 1 | 8 |
| Wisconsin: ${ }^{\text {- }}$ |  |  |  |  |  |  |  |  |  |  |  |  |
| Kenosha -.-- | 0 | 0 |  | 0 |  | 0 | 0 | 0 | 2 | 0 | 0 |  |
| Milwaukee. | 2 | 0 | -..- | 0 | 3 | 0 | 2 | 2 | 20 | 0 | 1 | 12 |
| Racine--- | 0 | 0 |  | 0 | 1 | 0 | 1 | 0 | 2 | 0 | 0 | 1 |
| Superior.- | 0 | 0 |  | 0 |  | 0 | 0 | 0 | 0 | 0 | 0 | 4 |
| Wegt norti central |  |  |  |  |  |  |  |  |  |  |  |  |
| Minnesota: |  |  |  |  |  |  |  |  |  |  |  |  |
| Duluth..---.-.-.-..- | 2 | 0 | .-- | 0 |  | 0 | 0 | 0 | 2 |  |  |  |
| Minneapolis........-- | 4 | 0 |  | 1 | 3 | 0 | 3 | 0 | 12 | 0 | 0 | 5 |
| 8t. Pani.......-----.-- | 1 | 0 | -...-- | 0 |  | 3 | 5 | 0 | 2 | 0 | 0 | 6 |
| -Kansas City . | 1 |  |  |  |  |  | 10 | 2 | 14 | 0 | 0 | 1 |
| 8t. Joseph.............- | 0 | 0 |  | 0 | 19 | 0 | 0 | 0 | 3 | 0 | 0 | 1 |
| St. Louls..............- | 0 | 0 | 13 | 1 | 2 | 0 | 20 | 6 | 18 | 0 | 0 | 2 |

City reports for week ended December 1，1945－Continued

|  | $\underset{\sim}{\omega}$ |  | Influ | nsa |  | -8 | $\underset{\mathbf{a}}{ \pm}$ | 皆 | !. |  |  | $\underbrace{\infty}_{\varnothing}$ |
| :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: |
|  |  | $\qquad$ | $\begin{aligned} & \text { \% } \\ & \text { \% } \end{aligned}$ |  | 8 8 8 8 |  |  |  |  | 总 品 |  |  |
| wegr north central－ continued |  |  |  |  |  |  |  |  |  |  |  |  |
| Nebraska： <br> Omaha <br> Kansas： | 0 | 0 | －．．．－ | 0 | 2 | 0 | 3 | 0 | 12 | 0 | 0 |  |
| Topeka Wichita | 0 | 0 | 1 | 0 | 5 | 1 | $\begin{aligned} & \mathbf{0} \\ & \mathbf{3} \end{aligned}$ | $\begin{aligned} & 0 \\ & 0 \end{aligned}$ | 8 | 0 | 0 | 3 1 |
| SOUTH ATLANTE |  |  |  |  |  |  |  |  |  |  |  |  |
| Delaware： <br> Wilmington | 0 | 0 |  | 0 | 1 | 0 | 0 | 0 | 3 | 0 | 0 | 1 |
| Maryland： | 11 | 0 | 6 | 1 | 1 | 0 | 11 | 0 | 18 | 0 |  |  |
| Cumberland | 0 | 0 |  | 0 | 1 | 0 | 11 | 0 | 18 | 0 | 0 | 29 |
| Frederick | 0 | 0 |  | 0 |  | 0 | 1 | 0 | 0 | 0 | 0 |  |
| District of Columbia： Washington | 1 | 0 | 2 | 0 | 2 | 3 | 6 | 5 | 7 | 0 | 2 | 4 |
| Virginia： |  |  |  |  |  |  |  |  |  |  |  |  |
| Lynchburg．．－．．．．．．－ | 0 | 0 |  | 0 | 1 | 0 | 0 | 0 | 9 | 0 | 0 | 2 |
| Richmond．．．．．．．．．．．－ | 0 | 0 | 2 | 2 | 1 | 0 | 4 | 0 | 14 | 0 | 0 | 1 |
| West Virginis：－．．．－．．．．．－－ | 0 | 0 |  | 0 |  | 0 | 1 | 0 | 3 | 0 | 0 |  |
| Wheeling | 0 | 0 |  | 0 | 1 | 0 | 3 | 0 | 5 | 0 | 0 |  |
| North Carolina： |  |  |  |  |  |  |  |  |  |  |  |  |
| Raleigh．－．．．－．－．－．－．－ | 0 | 0 |  | 0 |  | 0 | 1 | 0 | 3 | 0 | 0 | 8 |
| Wininington． | 0 | 0 |  | 0 |  | 0 | 1 | 0 | ${ }^{2}$ | 0 | 0 | ${ }^{3}$ |
| South Carolina： | 3 | 0 |  | 0 |  | 0 | 1 |  | 3 | 0 |  | 18 |
| Charleston．－．．－．－．－．－ | 0 | 0 | 29 | 0 |  | 0 | 0 | 0 | 3 | 0 | 0 |  |
| Georgia： |  |  |  |  |  |  |  |  |  |  |  |  |
| －Athanta－．－．－．－．－．－．－－ | 0 | 0 | 60 | 0 |  | 0 | 2 | 0 | 1 | 0 | 0 | －．．．－－ |
| Branswick． <br> Florida： | 0 | 0 |  | 0 |  | 0 | 0 | 0 | 0 | 0 | 0 | －．－－． |
| Tampa．．．．．．．．．．．．．．－－ | 4 | 0 |  | 0 |  | 0 | 2 | 0 | 4 | 0 | 1 | 5 |
| Eagt south central |  |  |  |  |  |  |  |  |  |  |  |  |
| Tennessee： |  |  |  |  |  |  |  |  |  |  |  |  |
| Memphis－．－－－－－－－－－－ | 2 | 0 | 5 | 1 | 5 | 2 | 4 | 1 | 6 | 0 | 0 | 11 |
| Nashville．．．．．．．．．．．．－－ | 0 | 0 |  | 2 | 1 | 0 | 0 | 1 | 2 | 0 | 0 |  |
| Alabama： <br> Birmingham |  | 0 |  |  | 1 |  |  |  |  |  |  |  |
| Mobile．．．．．．．．．．．－．－．－． | 2 | 0 |  | 0 |  | 0 | 1 | 0 | 0 | 0 | 0 |  |
| WEST SOUTH CENTRAL |  |  |  |  |  |  |  |  |  |  |  |  |
| Arkansas： |  |  |  |  |  |  |  |  |  |  |  |  |
| Little Rock．－．－．．．．－－ | 1 | 0 |  | 0 | 1 | 1 | 0 | 0 | 0 | 0 | 0 | －－．－ |
| Louisiana： | 8 | 0 |  | 0 |  |  |  |  |  |  |  |  |
| Shreveport＿－．．．．．．．．－．－－ | 0 | 0 |  | 0 |  | 0 | － | 8 | 10 | 0 | 0 | 1 |
| Texas： | 6 | 0 |  | 0 |  | 0 |  |  |  |  |  |  |
| Galveston． | 0 | 0 |  | 0 |  | 0 | 2 | 0 | 15 | 0 | 0 | －－．．．－－ |
| Houston．－．－．．－ | 4 | 0 |  | 0 |  | 0 | 9 | 0 | 5 | 0 | 0 |  |
| San Antonio．． | 6 | 0 | 1 | 1 | 1 | 0 | 8 | 1 | 2 | 0 | 0 |  |
| mountan |  |  |  |  |  |  |  |  |  |  |  |  |
| Montana： |  |  |  |  |  |  |  |  |  |  |  |  |
| Billings－ | 0 | 0 |  | 0 |  | 0 | 0 | 0 | 0 | 0 | 0 |  |
| Great Falls． | 1 | 0 |  | 0 |  | 0 | 0 | 0 | 0 | 0 | 0 |  |
| Helena | 0 | 0 |  | 0 |  | 0 | 0 | 0 | 2 | 0 | 0 |  |
| Missoula | 0 | 0 |  | 0 |  | 0 | 1 | 0 | 2 | 0 | 0 |  |
| Idaho： Boise | 0 | 0 |  | 0 |  |  |  |  |  |  |  |  |
| Colorado： |  |  |  | 0 |  | 0 | 0 |  | 0 | 0 | 0 |  |
| Pueblo－－－－．．－－ | 1 | 0 |  | 0 |  | 0 | 4 | 0 | 1 | － 0 | 0 |  |
| Utah： <br> Salt Lake City | 0 | 0 |  | 2 | 3 | 0 | 0 | 0 | 4 | 0 | 0 | 3 |

City reports for week ended December 1, 1945-Continued

|  |  |  | Influense |  |  |  |  |  |  |  |  |  |
| :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: |
|  |  |  | $\begin{aligned} & \text { \%/ } \\ & \text { O } \\ & \text { O } \end{aligned}$ |  |  |  |  |  |  |  |  |  |
| PACLITC |  |  |  |  |  |  |  |  |  |  |  |  |
| Washington: |  |  |  |  |  |  |  |  |  |  |  |  |
| Spokane | 0 | 0 |  | 0 | 1 | 0 | 1 | 0 | 1 | 0 | 0 | 1 |
| Tacoma...- | 0 | 0 |  | 0 | 71 | 0 | 1 | 0 | 3 | 0 | 0 |  |
| California: |  |  |  |  |  |  |  |  |  |  |  |  |
| Los Angeles Sacramento | 2 2 | 0 | 17 | 0 | 16 | 0 | 1. | 7 | ${ }_{5}^{61}$ | 0 | 1 | 22 |
| San Francisco...-.-...- | 0 | 0 |  | 0 | 54 | 0 | 9 | 5 | 11 | 0 | 1 | 2 |
| Total. | 92 | 4 | 232 | 24 | 690 | 47 | 354 | 57 | 659 | 0 | 15 | 683 |
| Corresponding week, 1944. A verage, | 100 84 |  | 73 688 | 28 148 | $\begin{array}{r} 178 \\ 2898 \end{array}$ | .....- | $\begin{array}{r} 336 \\ 1442 \end{array}$ |  | 917 844 | 0 3 | 12 | 807 918 |
| Average, 19404.---...--- |  |  | 686 |  |  |  |  |  | 84 | 3 | 16 | 918 |

13-year average, 1942-44.
2 5-year median, 1940-44.
Dysentery, amebic.-Cases: New York 1.
Dysentery, bacillary--Cases: Providence 2; New Haven 1; New York 10; Chicago 2; Detroit 1; Charleston, S. C., $5 ;$ Los Angeles 6.

Dysentery, unopecified.-Cases: San Antonio 26.
Typhus fever, endemic.-Cases: Atlanta 4; Tampa 1; Nashville 5; Birmingham 5; Mobile 1; Little Rock 1; New Orleans 1; Dallas 1.

Rates (annual basis) per 100,000 population, by geographic groups, for the 85 cities in the preceding table (estimated population, 1943. 33,755,400)


## FOREIGN REPORTS

## CANADA

Prooinces-Communicablediseases-Week ended November 10,1945.During the week ended November 10, 1945, cases of certain communicable diseases were reported by the Dominion Bureau of Statistics of Canada as follows:

| Disease | Prince <br> Edward <br> Island | Nova Scotia | New Brunswick | $\begin{aligned} & \text { Que- } \\ & \text { bec } \end{aligned}$ | Ontario | $\begin{aligned} & \text { Mani- } \\ & \text { toba } \end{aligned}$ | Sas-katchewan | $\underset{\text { berta }}{\text { Al- }}$ | $\left\|\begin{array}{c} \text { British } \\ \text { Colum- } \\ \text { bia } \end{array}\right\|$ | Total |
| :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: |
| Chickenpox |  | 24 |  | 196 | 260 | 79 | 55 | 79 | 60 | 753 |
| Diphtheria |  | 4 | 2 | 61 | 12 | 8 | 4 | 2 |  | 93 |
| Dysentery, bacillary |  |  |  | 12 |  |  |  |  |  | 12 |
| German measles. |  |  |  | 9 | 10 | 2 | 5 | 2 | 4 | 32 |
| Measles |  | 2 | $1-$ | 141 | 339 | 4 | 12 | 6 | 49 | 554 |
| Meningitis, meningococ- |  |  |  |  |  |  |  |  |  |  |
| Mumps. |  | 2 |  | 102 | 72 | 12 | 8 | 36 | 21 | 253 |
| Poliomyelitis. |  |  |  |  | 13 |  |  | 1 | 3 | 17 |
| Scarlet fever- |  | 14 | 20 | 174 | 85 |  | 7 | 20 | 18 | 351 |
| Tuberculosis (all forms).- |  | 13 | 17 | 68 | 34 | 5 | 52 |  | 41 | 230 |
| Typhoid and paratyphoid fever |  |  |  | 16 | 3 | 1 |  |  | 1 | 21 |
| Undulant fever. |  |  |  | 1 | 2 |  |  | 2 |  | 5 |
| Venereal diseases: Gonorrhes |  | 14 | 28 | 121 | 175 | 57 | 30 | 74 | 104 | 603 |
| Syphilis.- |  | 20 | 12 | 105 | 111 | 8 | 9 | 22 | 56 | 343 |
| Whooping cough.-.-.-.-- |  |  |  | 197 | 44 |  | 5 |  |  | 246 |

1 Includes 1 case, delayed report.

## UNION OF SOUTH AFRICA

Transvaal-Brakpan-Typhoid fever.-A report dated November 14, 1945, stated that an outbreak of typhoid fever had occurred in Brakpan, a suburb about 30 miles east of Johannesburg, Transvaal, Union of South Africa. Up to that date over 200 cases had been reported. The outbreak is said to have been caused by a carrier working in a dairy.

# WORLD DISTRIBUTION OF CHOLERA, PLAGUE, SMALLPOX, TYPHUS FEVER, AND YELLOW FEVER 

From medical officers of the Public Health Service, American consuls, International Office of Public Health, Pan American Sanitary Bureau, health section of the League of Nations, and other sources. The reports contained in the following tables must not be considered as complete or final as regards either the list of countries included or the figures for the particular countries for which reports are given.

CHOLERA
[C indicates cases; P , present]
Nore.-Since many of the figures in the following tables are from weekly reports, the accumulated totals are for approximate dates.

| Place | Jan-uarySeptem ber 1945 | $\underset{1945}{\text { October }}$ | November 1945-week ended- |  |  |  |
| :---: | :---: | :---: | :---: | :---: | :---: | :---: |
|  |  |  | 3 | 10 | 17 | 24 |
| ASIA |  |  |  |  |  |  |
| Ceylon: Trincomelee District........................ C Chins: ${ }^{1}$ |  | 16 |  |  |  |  |
|  | 60 |  |  |  |  |  |
| Kwangsi Province...........................- ${ }^{\text {C }}$ | 12 | .-..... |  |  |  |  |
| Kwangtung Province.........................-. ${ }_{\text {K }}^{\text {C }}$ | 105 |  |  |  |  |  |
|  | 10 |  |  |  |  |  |
| Sikong Province.................................... ${ }^{\text {C }}$ | 9 |  |  |  |  |  |
| Szechwan Province.................................... | 13, 342 |  |  |  |  |  |
|  | 8,000 |  |  |  |  |  |
| Yunnan Province..................................... C $^{\text {C }}$ | , 23 |  |  |  |  |  |
|  | 210,945 | 2,455 |  |  |  |  |
| Bombay | 210, 94 | 2, 4 | 1 |  |  |  |
|  | 5,000 | 120 | 18 | 20 | 18 |  |
|  | 199 | 3 |  |  |  |  |
|  | 19 |  |  |  |  |  |
|  | $\begin{array}{r}314 \\ 52 \\ \hline\end{array}$ | 4 |  |  |  |  |
|  | 31 |  |  |  |  |  |
| Indochina: Cochinchina.........-.-.-..............- | P |  |  |  |  |  |

${ }^{1}$ Cholera was also reported present during August in the following Provinces of China: Chekiang, Honan, Hunan, and Kansu.

PLAGUE
[C indicates cases; D, deaths]

|  |  | 213 |  |  |  |  |  |
| :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: |
| Basutoland. | C | 4 |  |  |  |  |  |
| Bechuanaland. | C | 7 |  |  |  |  |  |
| Belgian Congo | C | 17 | 37 | 1 | 1 | 1 |  |
| British East Africa: |  |  |  |  |  |  |  |
| Kenya........... | C | 481 | 4 | 2 |  |  |  |
| Uganda | C | ${ }^{6}$ |  |  |  |  |  |
| Egypt.-- | C | 215 | 5 | - |  |  |  |
| Pomailiya | C | 83 |  |  |  |  |  |
| Port Said. | C | 82 | 1 | -- |  |  |  |
| French West Africa | C | 19 5 | 4 |  |  |  |  |
| Dakar.-....-.... | C | 1 |  |  |  |  |  |
| Madagascar. | C | 123 | 11 |  | $3^{-1}$ |  |  |
| Morocco (French) | C | 800 | 28 | --........ |  |  |  |
| Senegal............ | C | 54 |  |  |  |  |  |
| Tunisia | C | 3 |  |  |  |  |  |
| Union of South Africa. | C | 7 | 1 |  | 1 | 1 |  |
| ASIA |  |  |  |  |  |  |  |
| China: |  |  |  |  |  |  |  |
| Foochow. | C | 30 |  |  |  |  |  |
| Kwantung Province. | C | 17 |  |  |  |  |  |
| Kiangsi Province. | C | 1 |  |  |  |  |  |
| Yunnan Province ${ }^{\text {6 }}$ | C | 38 |  |  |  |  |  |
| India | C | 20, 737 | 1,563 |  |  |  |  |
| Iraq. | C | 34 |  |  |  |  |  |
| Palestine- | C | 19 | 5 | 7 | 6 |  | 31 |
| Plague-infected rats |  | 21 | 1 |  |  |  |  |

[^8]
## PLAGUR-Contianed

[O indicates cases; D, deaths]


[^9]
## gMALLPOX <br> [ $C$ indicates cases; $\mathbf{P}$, preeent]



[^10]
## TYPHUS FEVER*

[C indicates cases; $\mathbf{P}$, present]


See footnotes at end of table.

## TYPEUS FEVER-Continued

[O indicates cases; $\mathbf{P}$, present]

*Reports from some areas are probably murine type, while others probably include both murine and louse-borne types.
${ }^{1}$ Corrected figure.
${ }^{2}$ Reports cases as murine type.
${ }^{3}$ For the period Nov. 1-20, 1945.
${ }^{4}$ Includes imported cases.
6 For the period Jan. 1 to Sept. 1, 1945, between 8,000 and 10,000 cases of typhus fever were reported in Hungary.
${ }^{6}$ For the period Jan. 1-20, 1945.

## YELLOW PEVER

[C indicates cases; D, deaths]


[^11]
[^0]:    1 From the Division of Public Health Methods.
    ${ }^{2}$ Now with the Burean of Labor Statistics, Department of Labor, Washington, D. C.
    ${ }^{3}$ The term "sickness insurance" is interpreted in this paper to include cash benefits for the loss of income during illness, as well as reimbursement for the cost of medical and surgical aid or the furnishing of such aid in kind.

    4 The period under discussion in this report has been divided into biennis since a majority of the States meet in legisiative session only every other year; most of these convene during the odd years.

[^1]:    © Epstein, Abraham: The revised model bill for health insurance, Social Security, March 1940, vol. 14, No. 3, pp. 5-7.

    - California, Connecticut, Maine, Massachusetts, New Hampshire, New Jersey, New York, Pennsylvania, Rhode Island, South Carolins, and Washington.
    ${ }^{7}$ Shearon, Marjorie: A review of State legislation relating to medical services and to cash payments for disability, proposed during 1939. Soc. Sec. Bull., 3: 34-51 (1940).

[^2]:    ${ }^{8}$ Rhode Island Unemployment Compensation Board: Summary of the cash sickness insurance program in Rhode Island for the benefit year 1943-44 (Dec. 1, 1944).

    - State Advisory Councll, Division of Employment Security, the Commonwealth of Massachusetts: Report on sickness benefits (Nov. 1, 1944).
    ${ }^{10}$ Letter from John H. Nolan, Attorney General of Rhode Island, to Deputy Collector in Charge, Treasury Department, Internal Revenue Service, Providence, R. I.

[^3]:    18.443 was a resolution substituted for S. 229, H. 458, H. 1124, and H. 1130, which provided for an investigation by a special commission relative to the payment of unemployment compensation benefits to employees absent from work on account of sickness. It was reported, in turn, by substitute $H$. 1852 which became Ch. Res. 54, Laws 1943.
    ${ }^{2}$ H. 668, substituted for H. 450, became Ch. 534, Laws 1943. The law as finally enacted did not relate to compulsory sickness insurance.

[^4]:    ${ }^{11}$ The New Hampshire Commission on Disability Benefits: Report to His Excellency Robert O. Blood, Governor of New Hampshire (1941).
    The New Hampshire Commission on Disability Benefits: Supplemental Report to His Exeellency Robert O. Blood, Governor of New Hampshire (1943).

[^5]:    12 The 7 other States are California, Connecticut, Massachusetts, New Jersey, New York, Rhode Island, and Washington.

[^6]:    ${ }^{1}$ Mississippi and New York excluded; New York City included.
    ${ }^{2}$ Mississippi excluded.

[^7]:    ${ }^{2}$ Period ended earlier than Saturday.
    ${ }^{6}$ Including paratyphoid fever reported separately, as follows: Massachusetts, 1; New York, 3; Georgia, 2; California, 1.

[^8]:    See footnotes at end of table.

[^9]:    ${ }^{1}$ For the week ended Dec. 8, 1945, 1 case of plague was reported in Saint Cloud, Oran Department, Algeria. This is the first reported case of plague in Algeria since the week ended Aug. 11, 1945.
    ${ }_{2}^{2}$ Includes 4 cases of pneumonic plague.
    3 Suspected.

    - Includes 5 suspected cases.

    8 For the period Nov. 1-10, 1945.

    - Information dated July 5, 1945, stated that from April 1944 to May 1945, 85 deaths from plague had occurred in the mountainous region south of Kunming, China.
    ${ }^{7}$ Includes 4 suspected cases.
    8 During the month of June 1945, plague infection in fleas was reported-in Alberta Province. For the week ended July 28, 1945, plague infection was also reported in 6 pools of fleas in Alberta Province. For the week ended Aug. 11, 1945, 2 pools of plague infected fleas reported in Alberta Province, Canada.
    ${ }^{9}$ Includes 6 suspected cases.
    ${ }^{10}$ Includes 1 suspected case.
    ${ }^{11}$ According to a telegraphic report dated Nov. 30, 1945, 15 cases of suspected plague were reported in Tumbes.
    ${ }_{12}$ Previously reported as a case, death occurring on June 2, 1945.
    13 Plague infection was also proved positive in a pool of 5 mice on Jan. 4, in a pool of fleas on Feb. 14, and in a pool of 40 fleas on Mar. 14, 1945.

    14 Pneumonic plague.

[^10]:    1 Alastrim.
    2 For the period Nov. 1-20, 1945.
    ${ }^{3}$ Imported.
    4 For the week ended June 30, 1945, cases of virulent smallpox were reported in the Union of South Africa.
    ${ }^{5}$ Includes some cases of chickenpox.

    - Includes cases of alastrim.

[^11]:    ${ }^{1}$ Includes 4 suspected cases.
    2 Includes 2 suspected cases.
    8 Suspected.
    ${ }^{4}$ Includes IFuspectedycase.

