

Recipients of Stipends for Training In Public Health Nursing

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IN RECOGNITION of the fact that operation of effective public health programs depends largely on the availability of adequately trained personnel, the Social Security Act passed by the Congress in 1935 provided that a part of the funds allocated to the States might be used for the training of personnel for employment in State and local health agencies. When Social Security Act funds were made available to California in 1936, the California State Department of Public Health began providing stipends for such training. In addition, a portion of the funds appropriated by the California State Legislature for the expansion of public health services was available for training from October 1, 1947, through June 30, 1950.

Each year since July 1, 1936, the department has allocated funds for the training of nurses for public health and related activities, the total amounting to about \$455,500 by June 30,

Miss Haig has been chief of the bureau of public health nursing, California State Department of Public Health, since 1936. Previously, she was with the American Red Cross. Miss Mackenzie has been assistant chief of the bureau since 1945 and was formerly assistant professor of public health nursing at the University of California School of Nursing. Mrs. Laughlin, engaged in statistical work since 1940, has been public health analyst with the California public health department's bureau of records and statistics since 1952.

1952. To determine the results of this training program, a study has been made of the service given by nurses granted stipends in return for the money invested in their preparation.

Administration of the Program

For a number of years a lump sum was set up in the health department budget for training purposes, and amounts were allocated to each bureau according to its estimated needs. Each bureau selected for training the number of candidates who could be granted stipends from the amount allocated.

In 1947 a coordinator of training was appointed, and a department advisory board on training, made up of the chiefs of divisions and bureaus concerned with the recruitment of personnel, was created. The board assists the coordinator in the determination of policies and procedures relating to training and reviews and makes recommendations on the proposed training budget.

Number of Stipends Granted

During the 16-year period, 372 stipends were granted to 317 graduate nurses and 28 senior cadet nursing students. The number of stipends granted each fiscal year, by type of training, is shown in table 1. Of the graduate nurses, 294 received stipends for one type of training, 19 for two, and 4 for three, making a total of 344 stipends granted to this group. The senior cadets were granted stipends during World War II to enable them to work in local health

Table 1. Number of stipends granted for the training of nurses, according to type of training, California, fiscal years July 1, 1936–June 30, 1952

Type of training	Total	1936-37	1937-38	1938-39	1939-40	1940-41	1941-42	1942-43	1943-44	1944-45	1945-46	1946-47	1947-48	1948-49	1949-50	1950-51	1951-52
Total.....	372	9	4	7	12	29	22	13	7	21	43	23	42	42	36	31	31
Basic public health nursing— Supervision and adminis- tration in public health nursing.....	210	9	3	7	7	25	17	7	2	7	18	14	25	19	19	13	18
Industrial nursing.....	39				1		3	2	2	5	2	1	4	6	5	4	4
Maternal health.....	5						1	2			1	1					
Mental health.....	¹ 11				1	1					1	1	5	1			1
Orthopedics.....	1											1					
Pediatrics.....	5		1		1	1			1				1				
Tuberculosis.....	2													1	1		
Venereal disease.....	² 7								1	1	1	2		2			
Care of premature infants.....	8				2	2	1	2	1								
Child development.....	³ 30											3	5	8	6	7	1
Epidemiology.....	³ 19												2	5	5	3	4
Senior cadets.....	³ 7															4	3
	28									8	20						

¹ 6 for nonaccredited courses.

² 1 for nonaccredited course.

³ All for nonaccredited courses.

departments for the last 6 months of their nursing school course. Additional stipends were given to 7 of the senior cadets, after they obtained their registered nurse licenses, for training in public health nursing.

Basic Public Health Nursing

Of the 210 nurses trained in basic public health nursing, 63, or 30 percent, were recruited by local health departments, and 147, or 70 percent, by the State department of public health. Seventy-one, or two-thirds of the trainees, were new to public health, and the remainder had had experience in the field. The length of this experience varied from 1 to 9 years.

When Social Security Act funds first became available, local health officers were given the opportunity to recommend for training in basic public health nursing members of their nursing staffs who had not completed the university program of study. Of the 12 nurses to whom stipends were granted during the fiscal years 1936-37 and 1937-38, 10 were employees of local agencies and were recommended by health officers. In 1938, it became apparent that additional nurses on the staffs of local health departments were not able, for various reasons, to take advantage of the opportunity to obtain or complete university preparation. Consideration

was then given to applications for stipends from public health nursing students at the University of California in Berkeley.

Because of the limited funds available during the fiscal years 1938-39 and 1939-40, stipends were granted only for the semester of field training to university students who had completed their academic work. As public health programs in the State and local health departments were expanded, with the assistance of Federal funds, the demand for public health nurses increased. To help meet this need, additional funds for training were made available in July 1940. For the next 5 fiscal years, stipends were granted to nurses for 2 of the 3 semesters required to complete the public health nursing program of study. Thereafter, because of increased costs of living, stipends were provided for the entire period of study up to 12 months. The length of time and the type of instruction for which stipends were granted are shown in table 2.

As a result of demands of the military services for nurses, the number of students enrolled in university programs of study in public health nursing dropped sharply during the 3-year period, 1942-45, and there was a marked decrease in the number of stipends requested and granted as compared with the preceding 2 years (table 1). In order to meet the demand for

qualified public health nurses, local health departments were encouraged to recruit and recommend for training nurses whom they wished to have join their staffs when their public health training was completed. In succeeding years, health departments continued to assist in recruiting trainees for public health nursing.

Factors considered in the selection of nurses for basic public health nursing preparation were personality, adaptability, availability and willingness to work in areas where they were needed, family responsibilities, interest in public health nursing, academic and professional records, age, and physical and mental fitness.

At the time they began their study in public health nursing, 72 percent of the 210 trainees were 20 through 34 years of age, and 28 percent were 35 through 54 years of age. Following is the number of trainees in each 5-year age group:

Age (years)	Number of trainees
20-24	31
25-29	73
30-34	47
35-39	36
40-44	19
45-49	2
50-54	2
Total	210

Administration and Supervision

Recognizing that the quality of nursing service in an agency is directly related to the amount and quality of supervision available, the State department of public health granted stipends for study in administration and supervision in

Table 2. Number of stipends granted in basic public health nursing, according to type of instruction

Type of instruction	Total	Length of training in months		
		3-5	6-8	9-12
Total	210	74	55	81
Academic instruction only	34	18	13	3
Field instruction only	56	56	0	0
Both academic and field instruction	120	0	42	78

public health nursing during 12 of the 16 years. Of the 39 stipends granted for this purpose, 11 went to nurses already on the staff of the State department of public health or to nurses preparing for positions with the department. Stipends were granted to 21 nurses recommended by local health departments and to 7 selected by the State department of public health to equip them for supervisory positions in local health departments.

Special Fields

With the development and strengthening of such health programs as venereal disease control, crippled children's services, maternal and child health, tuberculosis, industrial health, and mental health, the need for experienced public health nurses with training in these special fields became apparent. Since qualified nurses were not available, it was necessary to provide stipends to enable a limited number of carefully selected personnel to obtain advanced training. Of the 32 stipends granted for university preparation in special fields, 19 were allotted to nurses preparing for consultant positions with the State department of public health, 11 went to nurses preparing for work in local health departments, and 2 to hospital supervisors in obstetrical and tuberculosis services.

Stipends were also provided to 63 nurses for training in nonaccredited courses of 6 weeks to 6 months in special fields, including care of premature infants, child development, epidemiology, maternity nursing, and tuberculosis nursing. Only nurses employed and recommended by health departments, hospitals, or schools of nursing were granted stipends for these courses. All the nurses from hospitals and schools of nursing who took courses in child development and epidemiology held positions which involved responsibility for the education of student nurses.

Of the 30 nurses who took the course in the care of premature infants, 26 were employed by hospitals. Since skilled nursing care is recognized as one of the most effective means of reducing the number of infant deaths due to prematurity, administrators of hospitals caring for premature infants were encouraged to recommend nurses for training.

Availability of Training

Training was available in California in public health nursing during all the 16 years; training in the care of premature infants and in child development was available during 4 years. To obtain preparation in other special fields and in administration and supervision, it was necessary for students to attend institutions outside the State. For these trainees, travel and tuition expenses were included in the stipend.

Of the 210 nurses granted stipends for study in basic public health nursing, 34 elected to attend out-of-state universities. The amount of the stipend granted to these students was the same as that given to nurses who studied at the University of California. Travel and out-of-state tuition, however, were paid by the students.

Application Procedure

With their applications for stipends, nurses are required to submit satisfactory physical examination and chest X-ray reports and evidence of their eligibility for admission to a university program of study or a nonaccredited course. For applicants other than those employed in,

and recommended by, local health departments or hospitals, references are obtained from their most recent employers or from the directors of the schools of nursing from which they were graduated. An interview is held with each applicant by a member of the staff of the State department of health's bureau of public health nursing. A few exceptions to the latter provision were made for nurses recommended by local agencies.

Since the purpose of providing the training funds is to prepare persons for employment in health departments or related agencies, each trainee is required to sign an agreement stipulating that she will accept employment in a California agency designated by the State department of public health. A trainee assumes the obligation to work in an agency for 1 year when the stipend covers a period of not more than 7 months and for 2 years when the stipend is for 8 through 12 months. The training contract stipulates that if a trainee fails to fulfill the obligation of employment, she will repay the stipend or an appropriate proportion of it within a period of 2 years.

Expenditures for Training

Department policies in regard to the amount of stipends granted to trainees have been revised from time to time. The costs of living, the need for personnel, and the funds available for training have been the major determining factors. Shown in table 3 is the total expenditure during the 16-year period for each type of training.

When the training program was initiated in 1936, the amount of the stipend granted to nurses was \$100 per month plus the university fees and travel costs. As living costs rose, it became necessary to increase the amount of the monthly allowance. Since 1950 the stipend for trainees in the basic public health nursing program has been 75 percent of the beginning salary paid by the State of California to graduate nurses. Nurses employed by health agencies in positions above the staff level receive stipends of 75 percent of their take-home pay at the time training begins. For short-term, non-accredited courses designed to increase the trainees' competence in their positions rather

Table 3. Expenditures according to type of training, fiscal years July 1, 1936-June 30, 1952

Type of training	Number of stipends	Expenditures	
		Amount	Percent ¹
Total	372	\$455, 581	100. 0
Basic public health nursing	210	252, 998	55. 5
Supervision and administration in public health nursing	39	89, 938	19. 7
Industrial nursing	5	5, 146	1. 1
Maternal health	11	20, 224	4. 4
Mental health	1	2, 937	. 6
Orthopedics	5	5, 710	1. 3
Pediatrics	2	9, 125	2. 0
Tuberculosis	7	8, 604	1. 9
Venereal disease	8	5, 241	1. 2
Care of premature infants	30	18, 419	4. 0
Child development	19	12, 645	2. 8
Epidemiology	7	6, 089	1. 3
Senior cadets	28	18, 505	4. 1

¹ Percentages are given as calculated.

than to prepare them for advancement, the full amount of their take-home pay is granted.

Placement of Trainees

Of the 210 nurses granted stipends for the basic program of study in public health, 190 were assigned to local health agencies in 41 of the 58 counties of the State. (Twelve are still in training, and 8 either failed to complete the course or did not accept health department positions.)

With a few exceptions, the 63 nurses recruited by local health departments for basic public health training returned to those departments upon completion of the training. In the placement of those not obligated to return to a specific health department, consideration was given to the needs of the various areas of the State and to the ability of agencies to give the nurses the type of experience which would contribute to their professional growth and maintain their interest in remaining in public health. As a rule, the trainees were given the opportunity to apply for employment in several health departments.

Of the 39 nurses to whom stipends were granted for training in administration and supervision, 11 returned to the staff of the State department of public health to serve in administrative or consultant capacities; 27 were appointed as directors or supervisors of nursing in local health departments; and 1 did not return to California.

All 32 nurses granted stipends for accredited training in special fields accepted employment in the State upon completion of their training: 19 in the State department of public health, 11 in local health departments, and 2 in hospitals in maternity and tuberculosis services. All 63 nurses granted stipends for nonaccredited training in special fields returned to the agencies by which they were recommended.

Fulfillment of Obligation

As of June 30, 1952, obligations had been completed in return for 268 stipends, and 38 obligations were in the process of fulfillment. Fifteen trainees granted stipends during the fiscal year 1951-52 were still in school. Twenty-

Table 4. Number of nurses who failed to fulfill stipend obligations, according to reason for failure

Reason for failure to fulfill obligation	Total	No. service	3-18 months' service
Total	23	8	15
Illness	2	1	1
Military service	1	1	0
Family responsibilities	5	0	¹ 5
Did not complete program of study	6	5	² 1
Unwilling to work where needed	4	¹ 1	3
Unsatisfactory performance	5	0	5

¹ 1 trained in supervision. ² Gave public health service with board of education only.

one nurses who were granted stipends for training in basic public health nursing and 2 for study in supervision failed to fulfill their agreements to work in health departments. The reasons for failure to fulfill obligations are given in table 4.

In only three instances was it necessary to discontinue a stipend at the end of the first semester of training because of unsatisfactory academic work. Two of these students continued at their own expense and satisfactorily completed the university program of study. Four of the nurses who failed to meet their obligations made full or partial repayment of their stipends.

Length of Service

The length of service given by all the graduate nurses to whom stipends were granted is shown in table 5.

One hundred twenty-six, or 66 percent, of the nurses given stipends for study in basic public health nursing worked in health departments for 2 years or more. After completing their obligation in health department employment, a number of these nurses accepted positions with boards of education or other agencies.

The total amount of service given in public health by the nurses who received stipends for study in basic public health nursing and in supervision and administration is summarized

Table 5. Length of public health nursing service given in California by graduate nurses who received stipends for training

Type of training	Total	Years of service														Received stipends for more than one type of training ¹	Still in school		
		Less than one	1	2	3	4	5	6	7	8	9	10	11	12	13			14	15
Basic public health nursing.....	² 210	25	31	36	29	14	19	6	3	9	5	4	2	4	1	1	2		12
Supervision and administration in public health nursing.....	³ 39	7	4	5	2	1	2	1	2	1	1			1					11
Accredited training in special fields.....	32	1	2	1	3	4		2	2	2	3	1	1	1					9
Industrial nursing.....	5		1		1	1		1											1
Maternal health.....	5		1	1	1								1						1
Mental health.....	1				1														
Orthopedics.....	5					1			1			1		1					1
Pediatrics.....	2																		2
Tuberculosis.....	6		1			1			1										3
Venereal disease.....	8	1						1		2	3								1
Nonaccredited training in special fields.....	63	10	17	9	12	4	3						1						4
Care of premature infants.....	30	4	10	5	6	1	2												2
Child development.....	19	5	3	4	5														2
Epidemiology.....	7	1	4																
Maternal health.....	6					3	1						1						2
Tuberculosis.....	1				1														1

¹ Length of service for these nurses is recorded under the type of training for which they had their first stipend. ² 7 gave no public health nursing service. ³ 1 gave no public health nursing service.

in table 6. The percentage of time they were employed of the total time they could have worked after completing their training is shown. Of the nurses who had stipends for study in basic public health nursing, 118, or 59 percent, were employed in public health activities 75 to 100 percent of the time they could have worked. Twenty-seven of the 39 nurses who obtained preparation for supervision and

administration worked 75 to 100 percent of the available time.

Since one of the factors considered in selecting applicants for stipends for the basic program of study in public health nursing was age, an analysis was made of the relationship of age to length of service. The data for the 198 nurses who had completed their training (including 6 who dropped out at the end of 1

Table 6. Number and percentage of trainees in basic public health nursing and supervision and administration who have spent specified percentages of time in public health work in California

Percentage of total working time ¹ devoted to public health nursing service	Basic public health nursing trainees				Supervision and administration trainees	
	Work in health departments only		Work in all public health agencies		Number	Percent
	Number	Percent	Number	Percent		
Total.....	198	100	198	100	39	(²)
0.....	8	4	7	4	1	(²)
1-24.....	35	18	28	14	3	(²)
25-49.....	30	15	20	10	2	(²)
50-74.....	32	16	25	13	6	(²)
75-100.....	93	47	118	59	27	(²)

¹ Working time from completion of training through June 30, 1952.

² Percentage not calculated.

term) presented in table 7 show that 52 percent of those under 30 years of age had worked 75 percent of the time it was possible for them to have worked. Sixty-six percent of those 30 years old and over had worked the same percentage of time.

Employment Status

Of the 302 graduate nurses granted stipends who had completed their training, 75 percent were known to be employed in public health or hospital nursing on June 30, 1952. The following tabulation shows the employment status at the close of the study of all graduate nurses granted stipends:

<i>Employment status</i>	<i>Number of trainees</i>
Employed in nursing in California-----	218
State department of public health-----	12
Local health departments-----	143
Boards of education-----	34
Hospitals-----	26
Schools of nursing-----	2
Private agency-----	1
Employed in nursing outside California-----	9
Public health agencies-----	8
School of nursing-----	1
Employed in fields other than nursing-----	5
Not employed-----	55
In school-----	15
No information-----	15
Total-----	317

Of the 190 who completed their basic public health nursing preparation on stipends and accepted staff positions in health departments, 24 advanced to positions of greater responsibility. Thirteen of the number who later became supervisors, directors, or consultants did so after obtaining advanced preparation. Nine of this group were granted stipends for their advanced work.

A commonly accepted ratio of supervisors to staff public health nurses is 1 to 8 or 10. The ratio of advancement from staff to supervisory positions among the trainees was 1 to 8.

Summary and Conclusions

During the 16-year period covered by this study, 372 stipends were granted to 317 graduate nurses and 28 senior cadet nursing students.

Of the 210 nurses who were assisted in preparing for staff positions, 30 percent were recruited by local health departments and 70 percent by the State department of public health. One-third had had experience in public health of from 1 to 9 years prior to taking their university preparation. Factors considered in evaluating applicants for stipends included physical and mental health, age, availability to work where needed, and personality.

With few exceptions the nurses recommended by local health departments returned to those agencies to work. In the placement of public health nurses not obligated to return to specific health departments, consideration was given to the needs of the various areas of the State, and efforts were made to place the trainees in

Table 7. Number of trainees in basic public health nursing who have spent specified percentages of time in public health work in California, by age

Percentage of total working time ¹ spent in public health nursing	Total	Age in years						
		20-24	25-29	30-34	35-39	40-44	45-49	50 and over
Total-----	198	29	70	46	33	16	2	2
0-----	7	3	2	1	-----	1	-----	-----
1-24-----	28	4	12	9	3	-----	-----	-----
25-49-----	20	2	10	7	1	-----	-----	-----
50-74-----	25	3	11	5	4	2	-----	-----
75-100-----	118	17	35	24	25	13	2	2

¹ Working time from completion of training through June 30, 1952.

as many health departments as possible. One hundred and ninety public health nurses were assigned to agencies in 41 counties.

An analysis of the relationship of the age of the nurses at the time they started their university preparation to the length of time they remained in public health work showed that the group 30 years of age and over had a slightly better record than the group under 30.

Of the 39 experienced public health nurses granted stipends for training in administration or supervision, 27 were later employed in local health departments as directors or supervisors of public health nursing. Eleven were prepared for positions with the State department of public health.

To help meet the need for personnel in developing programs in special fields, stipends were granted to 32 nurses for advanced university preparation. In addition, 63 stipends were provided for short-term nonaccredited courses in special fields.

In return for the 344 stipends granted to graduate nurses, commitments to work for specified periods of time were met or were in the process of fulfillment in all but 23 instances. As of June 30, 1952, 75 percent of the 302 grad-

uate nurses who had completed their training were known to be employed in public health or hospital nursing.

Of the 190 nurses who were given stipends for training for staff positions and who had completed their training and accepted positions with health departments, 1 out of every 8 has already advanced to a position of increased responsibility as director, supervisor, or consultant in public health nursing.

On the basis of the facts brought out in this study, the department believes that the money spent for the education of nurses for the public health field has been a very profitable investment. The number of nurses added to the supply of those qualified for public health work and the length of time they have served in public health have been shown. The improvement in the quality of public health nursing service brought about by nurses whose training was made possible through the State program cannot be measured statistically. However, in the judgment of persons familiar with their work, these nurses in the State and local health departments through their leadership are making a major contribution to the improvement of public health nursing service in California.

Departmental Announcements

Charles Irwin Schottland was sworn in as Commissioner of Social Security August 26, 1954. He succeeds John W. Tramburg who has resumed the position of director of the Wisconsin Department of Public Welfare. At the time of his nomination by the President, Mr. Schottland was director of the California Department of Social Welfare and chairman of the National Council of Public Assistance and Welfare Administrators.

Mr. Schottland this year received the Koshland award as the outstanding social work executive in California. In 1941 he served as assistant to the Chief of the Children's Bureau. From 1942 to 1945 he was on General Eisenhower's staff, in charge of the section dealing with displaced persons. He was decorated by the governments of France, Poland, Czechoslovakia, and Holland for this work. He later served as assistant director of the United Nations Relief and Rehabilitation Administration for Germany.

Mr. Schottland received his bachelor of arts degree from the University of California in 1927.

He attended the New York School and the Graduate School of Social Work in New York City in 1928-29. He received a law degree from the University of Southern California Law School and was admitted to the California bar in 1933.

James Bradshaw Mintener was appointed Assistant Secretary for Federal-State Relations in the Department of Health, Education, and Welfare on September 7, 1951. Mr. Mintener succeeds Russell Larmon, who resigned to return to his post at Dartmouth College.

At the time of his appointment, Mr. Mintener was vice president and general counsel of the Pillsbury Flour Mills Company, Minneapolis, Minn. Prior to his association with that firm he practiced law and was an instructor at the Minnesota College of Law.

Mr. Mintener attended Yale and Oxford Universities and the Harvard Law School. He received his LL.B. from the University of Minnesota in 1929.