1946

HEALTH IN INDUSTRY

PLAINTIFF'S EXHIBIT IHF 58



TRANSACTIONS

Bulletin No. 8

Eleventh Annual Meeting

INDUSTRIAL HYGIENE FOUNDATION
4400 FIFTH AVENUE PITTSBURGH 13, PA.

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TRANSACTIONS

of

ELEVENTH ANNUAL MEETING

of

INDUSTRIAL HYGIENE FOUNDATION OF AMERICA, INC.

NOVEMBER 7, 1946

MEMBERS OF INDUSTRIAL HYGIENE FOUNDATION

—A—

Abingdon Potteries, Inc.
Abrasive Division, U. S. Rubber Company
Abrasive Grain Association
Abrasive Products Company
Allegheny Ludlum Steel Corporation
Allegheny Pittsburgh Coal Company
Allis-Chalmers Manufacturing Company
Aluminum Company of America
Amalgamated Anthracite Collieries, Ltd.
American Abrasive Company
American Air Filter Company, Inc.
American Brake Shoe Company
American Can Company
American Cyanamid Company
American Emery Wheel Works
American Foundry Equipment Company
American Iron & Steel Institute
American Mining Congress
American Optical Company*
American Radiator & Standard Sanitary Corporation
American Refractories Institute
American Smelting & Refining Company
American Zinc Institute
American Zinc, Lead & Smelting Company
Anaconda Copper Mining Company
Anthracite Institute
Arrow Mutual Liability Insurance Company
Assoc. of Casualty & Surety Executives*
Austin Motor Co., Ltd.
Automobile Manufacturers Association

—B—

Ball Brothers Company
Bartlett-Collins Company
Bay State Abrasive Products Company
Bethlehem Steel Company, Inc.
Bird & Son, Inc.
Bituminous Casualty Corporation
Bridgeport Safety Emery Wheel Company
Brush Beryllium Company
Bunker Hill & Sullivan Mining & Concentrating Company

—C—

Canadian General Rubber Company, Ltd.
The Carborundum Company
Caterpillar Tractor Company
Central Silica Company
Chicago Wheel & Manufacturing Company
Robert F. Coleman, Inc.
The Colorado Mining Association
Consolidated Mining & Smelting Company of Canada, Ltd.
Cooper-Bessemer Corporation
Corhart Refractories Company
Corning Glass Works
Cortland Grinding Wheels Corporation

—D—

Davison Chemical Corporation
Deckers Creek Sand Company
A. P. DeSanno & Son, Inc.
Detroit-Star Grinding Wheel Company
Diakel Corporation
Diamond Alkali Company
Dow Chemical Company
B. F. Drakenfeld Company
Dravo Corporation

—E—

Eagle-Picher Company
Eastern Gas and Fuel Associates
Ebasco Services, Inc.
Electro Refractories & Alloys Corporation
Eljer Company
Ethyl Corporation
Eureka Flint & Spar Company, Inc.
Exolon Company

—F—

The Falk Corporation
Firth Sterling Steel Company
H. E. Fletcher Company
Foote Mineral Company
Ford Motor Company
Foundry Supply Manufacturers Assoc.
Frazier-Simplex, Inc.
Fuller Merrium Company
The Funkhouser Company

* Multiple Membership

MEMBERS OF INDUSTRIAL HYGIENE FOUNDATION

— G —

Garco Products, Inc.
Gardner Machine Company
General Abrasive Company, Inc.
General Aniline & Film Corporation
General Grinding Wheels Corporation
General Motors Corporation
General Refractories Company
Glenshaw Glass Company, Inc.
A. P. Green Fire Brick Company
Grinding Wheel Manufacturers Assoc.

— H —

The Hall China Company
Hamilton Emery & Corundum Company
Hampden Grinding Wheel Company
Hawley Products Company
Hazel-Atlas Glass Company
Hercules Powder Company
John W. Higman Company
Mauricio Hochschild S. A. M. I.
O. Hommel Company

— I —

Imperial Chemical Industries, Ltd.
Industrial Silica Corporation
Inland Steel Company
Interchemical Corporation
International Business Machines Corp.
International Nickel Company, Inc.

— J —

Jackson Mills Emery Company
Jamison Coal & Coke Company
Johns-Manville Corporation
Jones & Laughlin Steel Corporation

— K —

Keasbey and Mattison Company
Kennecott Copper Corporation
Keystone Emery Mills
Kimble Glass Company
The Kirk & Blum Manufacturing Company
The Edwin M. Knowles China Company
Koppers Company

— L —

Homer Laughlin China Company
Lava Crucible Company of Pittsburgh
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Lead Industries Association

— M —

Mackintosh-Hemphill Company
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Metropolitan Life Insurance Company
Mexico Refractories Company
Mid-West Abrasive Company
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Monsanto Chemical Company
Mutual Chemical Company of America

— N —

National Association Fan Manufacturers
National Association of Mutual Casualty Companies*
National Crushed Stone Association, Inc.
National Grinding Wheel Company*
National Industrial Sand Association
National Lead Company
National Sand & Gravel Association
National Slag Association
National Steel Company
National Supply Company
The Neville Company
New Jersey Zinc Company
North American Refractories Company
Norton Company
Norton Pike Company

— O —

Ontario Mining Association
Oriental Abrasive Company
Ottawa Silica Company
Owens-Corning Fiberglas Corporation
Owens-Illinois Glass Company

* Multiple Membership

MEMBERS OF INDUSTRIAL HYGIENE FOUNDATION

— P —

Peninsular Grinding Wheel Company
Penn-Ralton Company
Pennsylvania Glass Sand Corporation
Phelps Dodge Corporation
Pittsburgh Coal Company
Pittsburgh Plate Glass Company
Polaroid Corporation
Portland Cement Association
Posture Research Corporation
Powers X-Ray Products, Inc.
Precision Grinding Wheel Company, Inc.
The Pullman Company
Pyrene Manufacturing Company

— R —

Raybestos-Manhattan, Inc.
Republic Steel Corporation
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H. H. Robertson Company
Robertson Manufacturing Company

— S —

Safety First Supply Company
Safety Grinding Wheel & Machine Co.
Sand Products Corporation
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Shenango Furnace Company
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Simonds Worden White Company
South West Box Company
St. Joseph Lead Company
Standard Lime & Stone Company
The Standard Ultramarine Company
Sterling China Company
Sterling Grinding Wheel Company
Sun Sand Company

— T —

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Taylor, Smith & Taylor Company
Tennessee Copper Company
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— T —

Titan Abrasives Company
Toledo Edison Company
Trenton Potteries Company
Tri-State Zinc & Lead Ore Producers Association

— U —

Union Asbestos & Rubber Company
Union Carbide & Carbon Corporation
United States Potters Association
United States Smelting Refining & Mining Company
United States Steel Corporation of Del.
Universal Sanitary Manufacturing Co.
Utilities Research Commission*

— V —

Valley Mould & Iron Corporation
Van Cleef Bros.
Vanadium Corporation of America
Vesuvius Crucible Company
Vitreous China Plumbing Fixtures Association
Vitrified Wheel Company

— W —

Waltham Grinding Wheel Company
Washington Mills Abrasive Company
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Westinghouse Air Brake Company
Westinghouse Electric Corporation
Whitehead Brothers Company
Willson Products, Inc.
Winthrop Chemical Company, Inc.
Wisconsin Abrasive Company
Wolf's New Process Abrasive Wheel, Inc.

— Y —

Youngstown Sheet & Tube Company

* Multiple Membership

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Bureau of Medicine & Surgery, Navy Dept.
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Navy Yard, Charleston, S. C.
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Navy Yard, Philadelphia, Pa.
Navy Yard, Portsmouth, N. H.
Navy Yard, Portsmouth, Va.
Navy Yard, San Diego, Calif.
Navy Yard, San Francisco, Calif. (2)
Navy Yard, San Pedro, Calif.
Office of Chief of Engineers, War Dept.
Office on Industrial Relations, Navy Dept.
U. S. Naval Gun Factory

Other Federal Agencies

Department of State
Bombay, Melbourne, Johannesburg, Sydney, Wellington

Tennessee Valley Authority
U. S. Civil Service Commission
U. S. Public Health Service
Bethesda, Md., Chicago, Ill., San Francisco, Calif.

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Illinois
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Tennessee
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Virginia
Washington
West Virginia
Wisconsin

Other State Agencies

New Jersey Department of Labor
New York Department of Labor
New York State Insurance Fund
New York State Library
Ohio Industrial Commission

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Baltimore, Detroit, St. Louis

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Dr. J. W. G. Hanson
Dr. E. R. Hayhurst
Mr. J. H. Holden
Dr. R. T. Johnstone
Dr. Hedwig S. Kuhn
Dr. C. O. Sappington

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Health Institute of the UAW-CIO
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Johns Hopkins University
New School for Social Research
New York Academy of Medicine
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University of Colorado
University of Rochester
University of Texas

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Medical Research Council, England
London, Cardiff, Westminster
Boekhandel Kemink, Holland
Eidanger Salpeterfabriker, Norway
Oslo Arbeidsnemd, Norway
Government Mining Engineer, South Africa

PUBLICATIONS OF INDUSTRIAL HYGIENE FOUNDATION

4400 Fifth Avenue, Pittsburgh 13, Pa.

PROCEEDINGS OF ANNUAL AND SPECIAL MEETINGS

[illegible] (1), [illegible] (2), [illegible] (3) and 1938 Summary), [illegible] 1941, 1942, [illegible]

MEDICAL SERIES

Bulletin No. 1	Silicosis and Allied Disorders
Bulletin No. 2	Comparative Value of Chest Roentgenograms Made on Film and on Paper
Bulletin No. 3	Choice of Methods of Roentgen-Ray Examination of the Chest
Bulletin No. 4	Sick Absenteeism in Industry
Bulletin No. 5	Comparison of Stereoscopic Miniature Chest Films, Single Roentgenograms on Paper and Single Roentgenograms on Large Films
Bulletin No. 6	Effects of Exposure to Welding Fumes and Gases upon Normal and Tuberculous Animals
Bulletin No. 7	Health Problems of Women in Industry

PREVENTIVE ENGINEERING SERIES

Bulletin No. 1		Measurement and Control of Industrial Dust
Bulletin No. 2,	Part 1	Determination of Benzol Vapor in the Atmosphere
	Part 2	Use and Care of Respirators
	Part 3	Determination of Chlorinated Hydrocarbons
	Part 4	Design of Exhaust Hoods
	Part 5	Design of Duct Work for Exhaust Systems
	Part 6	Determination of Lead in Air
	Part 7	Identification of Industrial Dusts
	Part 8	Sampling for Control of Atmospheric Impurities
Bulletin No. 3,	Part 1	Air Flow Measurement by the Dilution Method
	Part 2	Measurement of Air-flow Rate in Industrial Ventilation

LEGAL SERIES

Bulletin No. 1, Parts 1-7 (Supplements 1-2)	A Survey of the Statutes and Court Decisions respecting Occupational Disease
Bulletin No. 2	A Critical Study of Provisions for Occupational Disease Legislation
Bulletin No. 3	Compensation Legislation—A Critical Review

SPECIAL SERIES (includes Veterans Panel)

Bulletin No. 1, Parts 1-2	Concentrations of Volatile Sulphur Compounds in Atmospheric Air
Bulletin No. 2	Putting the Disabled Veteran Back to Work
Bulletin No. 3	Putting the Disabled Veteran Back to Work, II
Bulletin No. 4	Putting the Disabled Veteran Back to Work, III

TRANSACTIONS SERIES

Bulletin No. 1	Business Indemnification, 9th Annual Meeting
Bulletin No. 2	Legal Section, 9th Annual Meeting
Bulletin No. 3	Medical & Engineering Section, 9th Annual Meeting
Bulletin No. 4	Management Section, 9th Annual Meeting
Bulletin No. 5	Management Section, 10th Annual Meeting
Bulletin No. 6	Medical & Engineering Section, 10th Annual Meeting
Bulletin No. 7	Legal Section, 10th Annual Meeting
Bulletin No. 8	Eleventh Annual Meeting

OTHER LITERATURE

Industrial Hygiene Digest	Monthly Abstracts of Medical and Engineering Literature, Legal Developments and News
Information Circulars	Membership Services, List of Members etc.

Copies, in addition to the regular membership allotment, are available to member companies at cost. Non-members desiring information regarding publications may address the Foundation.

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HEALTH IN INDUSTRY



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Bulletin No. 8

Eleventh Annual Meeting

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To Industrial Hyg Found
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INDUSTRIAL HYGIENE FOUNDATION
4400 FIFTH AVENUE PITTSBURGH 13, PA.

PLAINTIFF'S
EXHIBIT
IHF58

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of

ELEVENTH ANNUAL MEETING

of

INDUSTRIAL HYGIENE FOUNDATION OF AMERICA, INC.

NOVEMBER 7, 1946

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In Memory Of

DR. LEROY UPSON GARDNER

Whereas, DR. LEROY UPSON GARDNER has served faithfully as a member of the Medical Committee of Industrial Hygiene Foundation of America, Inc. since its organization and upon its Board of Trustees since November 10, 1943; and

Whereas, his services have extended to all member companies and he has always discharged responsibilities assigned to him with *exceptional ability, rugged honesty and fidelity* to the welfare of this Foundation and to industry. In his relationship with members, he has been an esteemed and valued personal friend and able business associate. His humility, character and attractive personality won for him the respect and affectionate regard of all with whom he came in contact, and undeterred by his own physical handicaps, he devoted his life and talents to the cure of the illness of others and the correction and control of industrial hazards to enable his fellow men to have better and safer conditions under which to perform their daily tasks;

Now, Therefore, Be It Resolved by the members of Industrial Hygiene Foundation of America, Inc., that we regret with heartfelt sorrow the loss of our fellow Member and commend his high character and kindly demeanor as an ideal of personal conduct and as an example to his fellowman.

Be It Further Resolved, that out of respect for the memory of our deceased friend and in recognition of his valued services to industry and to the Foundation, we direct that these resolutions be spread upon the minutes of this meeting and that a copy of them be sent to the family of Dr. Leroy Upson Gardner as a token of the sympathy and regard of the members of this Foundation.

Resolution adopted at Eleventh Annual Meeting of Members of Industrial Hygiene Foundation of America, Inc.

HEALTH IN INDUSTRY

ANDREW FLETCHER*

I will open the Eleventh Annual Meeting of the Foundation with three questions:

1. What good is a machine that is 90% efficient in the hands of a man who is only 50% efficient physically?
2. Is the Government or are the unions better able than management to improve the efficiency of American industry by bettering working and living conditions?
3. How can the Foundation aid industry, and especially its own members, during the coming years?

1. Good health is the most important asset in life. I know of no company that has improved working and living conditions of its employees that has not obtained satisfactory returns in dollars as well as in human happiness. It is even more foolhardy to neglect the health and safety of workers than to neglect the maintenance of a machine. The reason why management may not have always taken the lead in maintaining health is probably because other problems seem more important. The title of the Foundation's new information bulletin, "Production Comes from People," indicates and confirms my opinion that there is no more important problem today than the improvement of working and living conditions of the American people. The answer to my question, what good is a 90% efficient machine with a 50% efficient workman, is 45%.

2. The mine workers' welfare fund is now reported to be over $2,000,000 and we constantly read of larger and larger appropriations for State and Federal industrial hygiene funds. I do not object to the purposes for which the contributions are being obtained, but I do believe that management is at fault in not taking the leadership in the expenditures of funds of this type.

Leadership by Management

All men may be created equal, but all men certainly do not remain equal. The United States is today the leading nation in this world because of its natural resources, the greatest of which are not underground wealth, but the integrity, energy, and freedom of our people. In my opinion, one of our principal losses during this war was the loss of respect on the part of the American workman for his Government and for his employer. It will take some time to rebuild the respect of the employees and the public for management, and I know of no better way for management to start than by taking the lead in improving working and living conditions.

3. The Foundation can help industry in its effort to improve working and living conditions by making surveys of its operation and by offering recommendations based upon research to correct any hazards.

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* Executive Vice-President, St. Joseph Lead Company;
Chairman, Board of Trustees, Industrial Hygiene Foundation

Fortunately, the company with which I have been actively associated for the past 17 years, the St. Joseph Lead Company, the largest miner of lead ores in the United States, was one of the first to become interested in lessening accident hazards and in improving working and living conditions.

I was recently asked to have filled out an extremely complicated questionnaire as to what is the indirect cost of accidents. I replied that, in my opinion, the effort was not worth while, as we felt that, even though our direct cost had decreased from 3.51 dollars per hundred dollars of wages and salaries in 1923, to 86 cents in 1945, we were just as much interested in a further reduction and our men did not need assumptions that the indirect cost was two, three, or four times the direct cost. The decrease which we obtained was not because of luck, or because of union demands, or because of Government regulations, but it was because of careful supervision on the part of management and by increasing the cost of the safety department from ten cents to 50 cents per hundred dollars. The Foundation has made surveys of our accident and fume hazards—it can do for you what it has and will continue to do for us.

The development of healthy working conditions should be the one common meeting ground of agreement between management and labor in the difficult days that lie before us. I am sure that the Foundation can give its members constructive suggestions if it is asked, and, when facts are available, then management and labor should be able to develop plans for the furthering of their respective interests and thereby regain the respect in one another's integrity without which a satisfactory relationship is impossible.

I-H-F IN 1946

JOHN F. McMAHON*

A short summary of Foundation progess in 1946 includes the following highlights:

1. There is a pronounced trend toward industry-wide studies to improve employee health and working conditions. Such a study was completed early in the year for the pottery industry; a similar investigation is now in progress for the National Industrial Sand Association. A project has been carried out for the Lead Industries and further work for that association is planned. A start has been made in the refractories industry with three representative companies. Projects have been authorized by both the Grinding Wheel Manufacturers and the Abrasive Grain Association, to be undertaken soon. A number of companies in the glass industry have joined together in authorizing the study of a special problem. Two other industries, through their associations, have approached the Foundation to discuss industry-wide studies. This is the efficient, economic way to work for all concerned. We welcome projects of this type; further, they enable the Foundation to utilize its specialized staff to the fullest.

2. A new plan of organization has been developed within the Foundation this year. Besides the Medical, Preventive Engineering, and Legal Committees, a new professional committee was appointed on Chemistry and Toxicology. This is headed by Dr. Henry Field Smyth, Jr., of Mellon Institute. Meanwhile, appropriate members of the Foundation's permanent staff have been appointed secretaries of the four standing committees, to assist the chairman. One function of these committees is to arrange informal, round-table conferences for professional and technical personnel from Foundation member companies. These conferences, with which the engineers pioneered last year, were expanded this year to include a Medical, a Medico-Legal, and an Engineering conference, all of which were held yesterday. The conference for chemists and toxicologists will be held tomorrow. These conferences are in effect expanded meetings of the respective Foundation committees involved. They are strictly limited to professional and technical specialists from member companies. The sole exception is when an individual is invited to discuss some point of the agenda. It is hoped that they may become year-around functioning vehicles for the interchange of practical data and experience—informal organizations within the Foundation.

3. Dr. C. Richard Walmer was appointed to the Foundation's staff in July as a full-time Medical Director. His acquisition promises to expand further the Foundation's services to its member companies and to increase our medical activities. Meanwhile, we announce the appointment on October 1, of Dr. C. Howard Marcy as a consultant on the Foundation's staff. This staff is a team of specialists in medicine, engineering, chemistry, backed by the resources of Mellon Institute which, through the Foundation, are at your disposal. Besides extensive plant surveys conducted dur-

* Managing Director, Industrial Hygiene Foundation.

ing the year, the staff has assisted several members in planning new plants to insure the maximum in good physical working conditions.

4. The following new trustees have been elected to the Foundation Board:

Mr. H. G. Batcheller, President, Allegheny Ludlum Steel Corp.
Mr. Arthur A. Batts, President, The Carborundum Co.
Mr. M. W. Thompson, Treasurer and General Manager, The Hall China Co.

Besides the Transactions of the last annual meeting, which were published in four parts, the bulletin in the engineering series on Measurement of Air Flow in Industrial Ventilation was totally revised and re-published. New bulletins are in the process of preparation in the Medical, Engineering and Legal Series. We announce the publication of a new information circular, "Production Comes from People," which has just been issued. This circular gives an up-to-date account of the Foundation's aims and activities.

Nineteen companies joined the Foundation during the year. They are:

American Foundry Equipment Company
Bituminous Casualty Company
Brush Beryllium Company
Caterpillar Tractor Company
Eastern Gas and Fuel Associates
H. E. Fletcher Company
Funkhouser Company
Interchemical Corporation
Keasbey and Mattison Company
Kennecott Copper Company
Edwin M. Knowles China Company
Sand Products Corporation
Scott Aviation Company
Standard Ultramarine Company
Sterling China Company
Taylor, Smith and Taylor Company
Tennessee Copper Company
Vitreous China Plumbing Fixtures Association
Winthrop Chemical Company

Meanwhile, 11 companies resigned for the various reasons common to all organizations, such as changes in business and products, mergers, decreased operations, sale of the business, etc. The net gain in membership is eight companies. Incidentally, four of the 19 new members were firms which previously held membership in the Foundation and withdrew. As of today, we have 299 members. In addition to this figure there are 93 special subscribers to Foundation publications.

The Foundation's efforts for the advancement of occupational health are limited only by the number of industries which support this work and hence share in the benefits. To those guests who are present by invitation from non-member companies we say: We have invited you that your companies may become better acquainted with the Foundation, which is not a commercial enterprise organized to "sell" you a service. In the Foundation we have industry at work through its own staff and committees and through Mellon Institute, and in a wholly voluntary manner, to advance health in industry through research. If our services and activities lack something which you may want, that is probably because we lack your support.

A Tool of Economy

Industrial hygiene, applied by experienced specialists, is a tool of economy; it is not a fancy frill. It is an economy because it helps maintain a healthy working force at maximum physical and mental efficiency. Without such efficiency, how can we have maximum production? Where health hazards exist we usually find that costly products, like solvents, are needlessly wasted. Where there is too much dust or fume for a man, whether

it be a hazard or a nuisance, there is probably too much dust or fume for the good of machinery and products. We recently saw an interesting new process in the development stage. The success of that development, which would save huge sums of money, hinges largely upon the control of smoke. Welders have been shown to increase their output after the installation of fume control. In New York State in 1944, the cost of compensation for occupational diseases was $1,375,000. In Ohio, in the same year, occupational diseases claimed 864,194 work days.

A reduction in labor productivity has been alleged since the war. If that is true, how much of it may be traceable to working conditions? That introduces the human phase of the subject and the benefits to management from this source are wholly beyond the economies resulting from intelligent industrial hygiene.

In strike votes in certain large organizations during the past year workers in plants with good physical working conditions were less prone to favor walkouts.

"How long can I work here and live?" we have been asked. Another statement is: "I don't suppose we'll ever know what you found here."

These comments illustrate the intensely human factors involved in occupational health, which can be made assets or liabilities, depending upon company policy. (In at least three cases we know of, the management of member companies have posted the results of Foundation surveys on plant bulletin boards.)

People produce—not machines. Increased production, more goods, that is the need of the hour. Therefore, attention to people is the key. And yet management, which has developed proven procedures for dealing with virtually all of its problems, has yet to find the formula for dealing successfully with its human resources, with the worker who is the mainspring of production. We submit that industrial health, the well-being of people at work, affords one of the keys to unlock the potentialities of production and also offers a clear-cut approach to greater harmony between employer and employee.



Admiral Ben Moreell (CEC), U. S. N., Retired, President of the Turner *Construction* Company and formerly Federal Coal Mines Administrator, delivering the keynote address opening the Eleventh Annual Meeting of Industrial Hygiene Foundation in Mellon Institute.

PRODUCTION COMES FROM PEOPLE

ADMIRAL BEN MOREELL, (CEC), U.S.N. Retired

It appears that, with almost precipitate abruptness, we have come to the realization that America is a place intended for people to live in—and that if we are to preserve our American traditions and our way of life we must do more than render lip service to the development of the power and dignity of the **individual** as opposed to the collectivist concept of treating humanity in the mass. We must recognize that the individual American citizen is engaged in a battle for survival in a collectivist world and, if he is to win, he must have the help of those who have faith in our American Institutions.

The theme of this 1946 meeting of the Industrial Hygiene Foundation has been announced as "Production Comes From People"—I would suggest an extension of this theme, that "Production Comes From People and is for the Benefit of People." My thesis is that production, to be truly effective, must render a service, and that an essential characteristic of that service is that production must be accomplished under conditions which serve the **public interest.**

We can, I believe, learn worth while lessons from our experiences of the recent past. There is no doubt that our people can, and have, accomplished practical miracles in a material way. I believe that we can say, with all fairness, that we have not shown equal abilities in matters of basic economic policy, nor in problems which involve human relationships at home or abroad.

During the past six years of substantial industrial profits there has been little evident need for disturbing our economic complacency with thoughts of future difficulties. Such discomforts as we experienced were eliminated, usually with government assistance, and there were no apparent detrimental effects. We became accustomed to looking to government to prevent any appreciable annoyance to our enjoyment of life.

Seeking a Philosophy

But times are changing; there are unpleasant rumblings which arouse suspicions in the wary that the foundations upon which we have erected this pleasing edifice of ever-expanding prosperity are not too stable—that the narcotic effect of increasing reliance on government to relieve us of inconvenience may have gotten beyond control. Thoughtful men are beginning to search their minds and souls for an industrial philosophy which is in consonance with our American social and economic aspirations.

Perhaps the most significant guides to future conduct can be culled from our experiences during the recent great national crisis which we have successfully weathered. A review of our accomplishments during that period and a calm appraisal of the lessons of the war lead to the conclusion that the preponderant influence of the great material superiority which was brought to bear upon the enemy was the vital factor in our victory. We have become so accustomed to unbelievable production records in this country that the establishment of a new high mark hardly results in a ripple on the surface of our daily lives, but the contribution of American industry

to our success in war has been so outstanding that we can well take encouragement from that record in our current efforts to advance our economic and social well-being to higher ground.

How Wars are Won

In the calendar year 1941 the war products of American industry, that is, planes, ships, guns, munitions, fuels and other implements and materials of war, amounted to approximately eight and one-half billion dollars. In 1942 that amount increased nearly four-fold to thirty-one and one-quarter billion dollars. In 1943 it again almost doubled to reach a total of fifty-six and one-quarter billion dollars. In 1944, the amount was approximately 65 billion dollars and in 1945, up to V-J Day, it is estimated that we produced war products in the amount of forty-five billion dollars, a grand total of two hundred six billion dollars. This massive industrial production played a major role in our fight against the totalitarian states. We have learned that battles are won by the genius of military leadership, supported by the ability and devotion of the individual fighting men, but wars are won by the strength of the nation acting as one integrated unit.

The war demonstrated the capacity of American industry and government to work together toward a common objective. It gave to industry the opportunity to re-establish itself in the public good will following a period when the methods of our private enterprise system had been seriously questioned, with the consequent effect of a large extension of government control over business operations.

The gains thus achieved must not be lost. We must establish the principle, that profits must be the rewards for contributing to social gains. It is only by recognizing that industry must continue to be guided in peacetime by the same high interest in the public welfare which it has shown in the days of war, that we can assure a continuance of the public's faith in private enterprise.

Today our country is faced with two major problems, one external and one internal. Our external problem is the making of world peace. Our internal problem is the making of industrial peace. I believe that if we can achieve industrial peace and thus present to the world a solid front of social solidarity and industrial power, the achievement of world peace will be accelerated and facilitated.

Eliminate Frictions

How can we achieve this solidarity in our citizenry which is essential f we are to obtain maximum production for maximum service to the community and, collaterally, maximum security for our American ideals and traditions? In the past we have, I believe, been too ready to approach problems of human relationships from the sociological viewpoint only. Our recent experiences have demonstrated the hard reality that human relationships are an important element in the establishment on firm foundations of our political, economic and social structures. Stark necessity has taught us that we cannot divorce a consideration of the conditions under which people live and work and the things they are thinking about from the efficiency of their productivity and the stability of their service. Nor can we hope to achieve the sound organization of our citizenry which will make for optimum equity of distribution of the products of agriculture and industry unless we can eliminate the frictions and animosities which have been so evident in our recent industrial disputes.

It was my duty to serve during the past year first as Administrator of the Nation's strike-bound petroleum refineries and pipe lines, and later as Administrator of the seized bituminous coal mines of the country. I, therefore, had an opportunity to observe at first hand some of the workings of these two vital elements of our industrial machine, Labor and Management. I have observed that the tendency is to permit labor relations and human relations problems to settle themselves, to permit them to become a test of economic strength without consideration of the fact that in many instances such conflicts result in great damage to our national economic well-being.

No Simple Solution

Labor relations is such a complicated, highly involved subject that there can obviously be no simple solution. This applies to any subject that is heavily charged with emotional influences. The big question is, how can we protect our democratic principles, including freedom from domination by obstructive or oppressive laws and, at the same time, protect the public interest. Most of us believe in true collective bargaining, but we also believe that collective bargaining must not culminate in action by a few individuals which will do irreparable injury to a large number of helpless people who are not directly involved in the controversy. This is especially pertinent when the harmful action is dictated by some official, or group of officials, who have no local community interest and who sometimes act with the indifference of the traditional absentee landlord.

There is no questioning the fact that in recent years national legislation has favored an increase in the power of labor unions, and now management is crying for corrective legislative measures. I question the efficacy of such procedure as a long term proposition. Disputes between management and labor are rarely, if ever, **permanently** settled by law. They are best settled by agreement when both sides have acted in good faith and with confidence in each other. I believe in the amendment of unfair and oppressive laws, but such amendment can best be achieved on a lasting basis if all interested parties join in a petition for corrective action.

My recent experiences have brought home to me the appalling waste of industrial strife from which no one benefits. Not only do we have the loss of production and the impairment of our economic machinery, but the most important detrimental effect is the accumulated bitterness and antagonism between management and labor, who should be **partners** in industry, not opponents, but whose actions on both sides frequently take on all of the characteristics of the class warfare of stratified societies, a warfare from which our country has heretofore been largely free.

Lack of Confidence on Both Sides

It seems to me that a people who are smart enough to invent or develop the phonograph, the automobile, the airplane, radio, radar, atomic energy and many similar useful things, should be smart enough to devise a means of adjudicating industrial disputes without recourse to jungle warfare. I believe that if we turn our energies to this task we need not correct inequities by law, but can correct them instead by agreement. I am not discouraged by my contacts with the leaders of industry and of labor. There is no lack of abilities there. There is a lack of confidence on both sides. Once we can establish this atmosphere of confidence, we can then negotiate agreements with assurance that both parties intend to abide by the spirit thereof, rather than by the letter, as interpreted by a staff of clever attor-

neys. Recourse to legislative action leads ultimately to such procedures as arbitration of wage rates by "panels" and the seizure of private industry by government, both of which, I believe, are ultimately ineffective and destructive of our democratic processes.

There is no easy road to success in labor relations, nor can the accumulated grievances and historic inequities of an industry be eliminated in a day. The establishment of confidence is the first requisite and, in my opinion, this can be achieved only by informing the worker, and his properly elected representatives, concerning the status of the business. I do not mean to imply that the worker should participate in management, nor do I believe that the worker desires such participation. I do feel that if the workers knew more about the condition of the business and its future prospects, it would be easier to achieve a sympathetic understanding of management's actions and decisions.

The subject has been discussed by the Honorable John M. Hancock in an address entitled "The One Unused Tool of Management" in the following words:

> "How many top executives do you know who have tackled the job of understanding the simple principles of economics that need such wide explanation and then tackled the job of telling it all in simple terms to the members of their own organization? That's what I think every executive should do.
>
> "I think he should go first to his own people after having convinced himself that he can present a forthright and earnest statement of his beliefs, after he has steeled his courage to the point that he is willing to answer any question that can be asked, and after he has decided that he is going to tell his own story and no second-hand story, in the simplest terms he can use, with his facts applied to the particular business in which he is engaged.
>
> . . . . . .
>
> "Every one of us in management complain, and justly, when people lean on government and yet, in this matter, we too are leaning on government. We want government to make our jobs easy and, of course, we want government to get out of the field of controls of private business. When we ask government to help us in these problems of today, we only give power-hungry men in Washington full support for the belief that business needs the help of government. I think you have a good case and that you know it, but that you have been shrinking from doing what you can do so well, if you but try."

There is certainly much food for thought in these proposals. The fact that our past practices have resulted in the current condition of industrial unrest indicates conclusively that a new approach is required.

About two years ago I was called upon to address a class of young officers who were about to enter upon their active Naval careers. In an effort to draw certain lessons from my own experience in the Navy I made this statement:

> "I have found that those of us who have had the advantages of formal education are inclined to minimize the abilities of those who work with their hands, and the importance of a knowledge of human relationships, how to handle men, if you please. To me this is the most important knowledge which an efficient officer must have. We accomplish our works through the medium of human beings and they are all different, one from the other. You will find that each has his idiosyncrasies, his likes and dislikes, even his prejudices. It is important to know how to deal with your superiors. It is even more important to know how to win the respect and loyalty and devotion of your subordinates. To achieve success in any major undertaking, it is necessary to have the unswerving loyalty of one's subordinates, and this loyalty can be gained only by a confidence in their ability to perform, and in their devotion to their task."

I have concluded from my recent experiences in industrial relations that the same basic concept is applicable to industrial production, and to any other activity involving relationships between people. The many recent indications of the widely awakened interest in this subject are most gratifying. Last month there was held a three-day conference at Princeton University on the subject of "Engineering and Human Affairs." The conference was attended by industrialists, economists, teachers and students. The results of that conference and of similar conferences which have been scheduled will, I am sure, be far-reaching and will contribute to the ultimate objective of establishing our industrial, economic and social relationships on such firm bases that we will eventually achieve the supreme objective of an "All-American Team."

There is, I believe, much more to industrial hygiene than safe and healthful working conditions. Man is a living, creating organism. He is an individual. He is more than the sum of his parts and must be understood as a whole or not at all. The war has taught us many things about the effects on mental conditions of surroundings and treatment, effects which are reflected in production and in conduct in battle.

One would think from the great advances made in the material welfare of the industrial worker that he must be a happy man. But what do we find in practice?

Too often we find frustrated, anxious men and women, craving security, and who work only because of economic compulsion. Industrial workers know little of the real motives and intentions of their employers and consequently have a suspicious and frequently an antagonistic attitude toward management.

Why the Suspicion?

One wonders why this apparently widespread suspicion and antagonism has arisen. Perhaps it can be attributed to the growth of great concentrations of industrial workers where, in contrast to the days when most people lived and worked in relatively small groups, we must now of necessity completely separate their working and social lives. A large part of their lives is spent in the earning of a living and during this time they, in effect, cease to be human beings and are cogs in a machine. We thus destroy a substantial value which could be turned into a valuable asset.

That we have failed to understand this condition or, if we understood it, have failed to properly appraise its importance, is evident from the appalling waste of economic and social resources which has resulted from the widespread strikes since V-J Day. I believe that by the application of the same intelligence, patience and persistence which have enabled us to rise to the heights of material development, we can eliminate this waste.

We must spend more time in the study of the individual, the working and living habits and the thinking of the workers. We must develop techniques of observation and interpretation. Our executives and supervisors must be trained in these techniques as the only sure means of improving the quality of leadership and of supervision. We have, I believe, failed to give sufficient weight to the fact that our workers have reached a high plane of intelligence. They are capable of absorbing explanation of management's plans and current operations, and we must have confidence in their ability to do so.

A striking example of the efficacy of the approach to our production problems was afforded by our experience in building the great Naval Base in Iceland during the recent war. We started to build this base in the summer of 1941, before we entered the war. The work was being done by civilian contractors under the supervision of naval officers. Much difficulty was encountered with the workers, who had been imported from the United States. They were in constant turmoil with strikes, slowdowns, absenteeism and even sabotage. When we entered the war, the civilian workers were replaced by Seabees. They were, in effect, the same men, not the same individuals, but they came from the same unions, the same communities, schools, churches and environments. But the Seabees turned to work with a will and, working 16 hours a day, under very trying conditions, built the base in practically no time at all.

Part of the Team

Why could we achieve this production? Because we had taken the trouble to explain to these men, in the course of their training, why they would be called upon to work as they did. They understood thoroughly what was at stake and the objective of their labors. They were a part of the "ball team" with complete knowledge of the signals and where the next play was going!

My experiences during the World War with large numbers of civilian workers and military personnel, where the building of a high morale was an essential condition precedent to maximum production, have led me to the conclusion that in the improvement of human relationships we must avoid any semblance of paternalism. Instead, the emphasis on the importance of the individual would indicate that every measure taken for his benefit should be one in which he has personal participation.

One values most the thing for which he has to work hardest and, even if mistakes are made, the harm is lessened if the individual, himself, has contributed to that mistake. I recall during the military occupation of the Republic of Haiti, in which I participated, I once discussed with an eminent Haitian engineer the great benefits which the American forces were bestowing upon his country in the way of improved public works, roads, irrigation works, water works, sanitary facilities, harbor improvements, communications, drainage, schools, churches, etc. I asked him whether the Haitian people really appreciated what was being done for them with such great effort by the Americans. His reply was very significant. He stated: "We do appreciate it but there is no substitute for the supreme pleasure of making one's own mistakes."

I have not intended by the foregoing to imply that only spiritual or social values need be considered in developing our plans for improved indus-

trial hygiene. We have learned that the physical conditions under which the worker lives, as well as those under which he works, constitute an important factor in the efficiency of his service. Our objective should be "a sound mind in a sound body" and without healthful living conditions we cannot achieve this objective.

We have not always recognized this apparently obvious fact. There was recently conducted under my direction a comprehensive survey of medical, sanitary and community facilities in the bituminous coal mining areas of America. This survey revealed conditions which covered the range from the finest of American communities to those which we view with great repugnance.

The following excerpt from the report submitted to me by Rear Admiral Boone is illustrative of some of the conditions found. Admiral Boone forwarded this report with the notation: "The officer making this report is one of our best." The excerpt is as follows:

> ". . . . I am referring primarily to general sanitation, water supply, housing, welfare and recreation, garbage and refuse disposal. I would say from the cross section that I have observed by survey and by observation, that the foregoing conditions are from very poor to bad. The hospitalization and medical care programs in effect, in this area, are, generally speaking, very good to excellent. The ———— Sanitarium is a superb hospital; the ———— Hospital is only fair; the ———— Clinic is good. They are all approved and accredited hospitals. The ———— Emergency Hospital which I inspected Friday is owned and operated by the State of ————. This institution is definitely a disgrace not only to the town, county and State, but to the nation in general. It is the most unsanitary thing that I think I have ever seen. In this nation there is a dire and urgent need for hospital beds and also in this community. At this institution, I saw approximately 50 empty beds; the reason why they're empty is due to the fact that people and physicians will not patronize this institution because of its unsanitary condition.
>
> ". . . . The budget for ———— County for Public Health work is $11,000.00 annually. This county has 100,000 people and are mostly coal miners or coal miners' dependents. Many of the questions in the survey probably are incorrectly answered due to misstatements by company officials and company physicians regarding water analyses and sanitation.
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> "The health and general sanitation, including water supply, is deplorable and disgraceful. There is no first class water supply or sewage disposal in the entire county. All sewage is dumped into all the streams in this area and some of the towns obtain their water supply from these massive, contaminated, polluted, 'bacteriological tubes.' The stench that arises from these streams has an H_2S odor, a fecal odor and a uriniferous odor.
>
> "During our surveys in this area we have experienced many inconveniences. The whole team has experienced belly cramps, diarrhea and fatigue. Along with this, the food is nauseating and we all have colds. The hotel accommodations are bad, cockroaches and bed bugs are running rampant. I personally believe that we

all experienced more rest in the battle zones than in these hotels, which are on narrow streets in small jerkwater towns. The noise is terrific from automobiles, steam engines and railroads, which keep us awake all night. . . . . ."

There is no intent to fix blame for such conditions. It is my belief that no particular individual or group of individuals is responsible. Rather would I attribute these conditions to our habits of thought, our complacency, our indifference to the responsibility of industry to the public interest.

Industry, Trustee of Human Welfare

We must recognize the existence of the hazard that failure of industry to accept its role as trustee of human welfare may lead to excessive political control over our economic institutions. Such control can be justified only when private enterprise has failed to discharge its obligations to the public as workers and as consumers.

The obligation of industry weighs equally on both management and labor, who must cooperate to discharge their joint responsibility. The public is the "Boss" and labor and management share this responsibility to the public welfare.

I cannot too strongly stress my belief that any fundamental advance in our industrial efficiency depends upon a capacity to understand the individual and to encourage his thinking and acting as an individual, to choose his leadership which will be responsible to him and to participate as a responsible individual in the formation of the policies which govern his employment. It is only by such action that we can maintain our proven American system of privately-owned, competitive enterprise, and "maximum production from people for the benefit of people."



C. O. Sappington, M. D., Dr. P. H., addressing the Foundation's Annual Meeting.

TRENDS IN INDUSTRIAL HEALTH ADMINISTRATIVE PRACTICES

Progress Report of a Two-year Field Study on Industrial Health Department Functions and Relationships

C. O. SAPPINGTON, M. D., Dr. P. H.*

As previously mentioned in the preliminary report given at the last annual meeting of the Foundation, most surveys of this type are done on a quantitative basis—*this study is qualitative for the most part*, although some quantitative data have been secured. We are interested particularly in finding out what the policies and procedures of industrial health departments are, how they are administered, and what the results are as to the efficiency of their application.

The great majority of the contacts were made in person, although in some instances, on account of restrictions of travel and other difficulties, a minority has been reached by correspondence. Contacts which have been made in person for the past several years have been used and new ones have been made.

The active work began on this study during April, 1945 and has included 278 groups in 33 states, embracing the manufacture of diverse war and peace products, and also various types of services. The total population covered was 1,180,551, of which 861,396 were men and 319,155 were women.

It is important to keep in mind that the data herewith presented indicate trends only, that it would be an impossibility to get an accurate picture of what is being done in industry with respect to the various subheadings which are here considered. The period covered permitted us to get material during the latter part of the war and during the first year of reconversion.

In this interim report, only a few of the many important phases of the study have been selected for presentation and comment, including group classifications; examinations and dispensary service; other functions; intramural relationships; records and reports; and cost of service.

Group Classification

The first table shows the various sized groups and the percentage of the whole number of groups involved in each population grouping:

Size	No. Groups	%
Under 500	43	15.5
500 - 999	49	17.6
1000 - 1499	50	18.0
1500 - 1999	17	6.1
2000 - 3999	42	15.1
4000 - 9999	43	15.5
10000 & over	34	12.2
	278	100.0

* Industrial Health Consultant.

Originally it was decided to have only three population groups, including a so-called small sized plant group, under 1,000 employees; medium sized plants up to 5,000 employees, and large sized plants including 5,000 employees and over. It was decided eventually, however, to use substantially the same classifications as had been previously used in Dr. C. D. Selby's report on "The Medical and Surgical Care of Industrial Workers," published as Public Health Bulletin No. 99, by the U. S. Public Health Service in 1919. Is was found in going over the data in this last-mentioned report that it was possible to make some comparison between the data therein published and the figures in the present study, showing substantial progress with respect to certain types of administrative practices.

It will be observed that the number of groups and the percentages are fairly evenly divided, with the exception of the group 1,500 to 1,999 employees, which is smaller than the others—this apparently was a matter of chance; this is the way it occurred and evidently there is no other explanation for it.

Examinations and Dispensary Service

The provisions for various types of examinations and a dispensary service form a rather important part of industrial health administrative practice and, therefore, data are offered on this subject in the following table:

No. Groups	Size	% Prepl	% Periodic	% Ret to Wk	% Exit	% Disp
43	Under 500	83.7	53.2	65	11.6	46.5
49	500 - 999	53	36.7	49	6.1	47
50	1000 - 1499	62.8	60	64	14	60
17	1500 - 1999	82.3	64.7	70.6	17.7	53
42	2000 - 3999	71.5	59.5	61.8	9.5	59.5
43	4000 - 9999	72.2	67.5	67.5	11.6	74.4
34	10000 & over	91.1	91.1	94.1	52.8	94.1
278	(Average)	72.7	60.7	65.8	16.2	61.8

This table provides data (divided into the various groupings) with reference to the percentage frequency of preplacement, periodic, return to work after illness and injury, and exit examinations and also shows the percentage occurrence of the use of dispensaries.

It will be noted that with some exceptions there was a gradual rise in the percentage of dispensaries used as the population groups increased in size and, as might be expected, the smallest percentage of dispensaries was found in the "under 500" group and the largest in the "10,000 and over" group. It is also seen that the percentage of different types of examinations showed considerable variation in the different sized groups and, as might be expected, averaged lowest in the exit examinations but were fairly close together in the preplacement, periodic and return to work examinations. It should be stated that there are certain organizations in which preemployment examinations are not done routinely, even among some of the larger ones, which would include the shipyards on the Pacific Coast, many public utilities, and certain types of service organizations.

Other Functions

The percentage of organizations providing dental, industrial hygiene, safety and sanitation services, and giving instruction in health and safety, is shown in the following table:

No. Groups	Size	% Dental	% Ind. Hyg.	% Safety & San.	% Instr.
43	Under 500	7	51.2	69.8	41.8
49	500 - 999	4.1	36.7	49	34.7
50	1000 - 1499	12	50	57.8	34
17	1500 - 1999	11	24.3	64.7	64.7
42	2000 - 3999	9.5	47.7	61.8	40
43	4000 - 9999	18.6	65	65	53.5
34	10000 & over	53	88.2	91.2	53
278	(Average)	16.9	54	64.4	43.5

It will be seen that provision for dental services showed the lowest percentage in this table; in the smaller groups the service was emergency care and prophylaxis by outside dentists on reference and there were no inplant dental services. Beginning with the 1,500-1,999 group, there were a few examples of full-time and part-time dentists rendering inplant services.

Industrial hygiene services of some type were rendered on the average in 54% of the entire group of plants, the variations in the different sized groups being shown in the table. This ranged from inspections by safety engineers, nurses, physicians, and others, to technical studies and follow-up work. Technical studies were made in all groups by state departments of health, insurance companies, and parent-company laboratories, with the occasional use of private agencies and consultants. There were a few examples of inplant services by a laboratory owned and maintained by the organization.

Safety and sanitation activities showed inspections in the smaller groups mainly by state representatives, committees, commercial supply companies, nurses, foremen, physicians, and beginning with the 1,500-1,999 group there were organized programs of safety supervision with apparently good coordination between the safety and medical departments. It is noteworthy that among all groups there were frequent examples of the use of physicians and nurses in sanitation inspections.

An average of 43% of all establishments gave some type of instruction in health and safety; this seems somewhat low and perhaps was very definitely affected by the activities of the war and reconversion periods. It is also seen that in the two highest groups only 53% provided some form of health and safety instructions.

Intramural Relationships

This subject was discussed in the preliminary report one year ago and will again be limited to a brief consideration of the relationship of the industrial health department to other departments within the same organization or plant. At the time of the previous report, there was some discussion concerning the varying differences of opinion as to the results occurring when the chief physician or medical director reports to the industrial relations division or officer, as compared with the results when the same medical

officer reports to top management. Reference is made to that discussion and also will be carried more into detail in the final report.

The following table shows the complete data with reference to intramural relationships:

No. Groups	Size	% Direct to Top. Mgt.	% 3 Divs. On a Par	% Health Dept. Final Word
43	Under 500	48.8	30.2	30.2
49	500 - 999	22.4	36.8	30.8
50	1000 - 1499	40	48	54
17	1500 - 1999	23.5	41.2	47.8
42	2000 - 3999	42.8	42.8	50
43	4000 - 9999	38.5	46.5	51.2
34	10000 & over	32.4	35.3	53
278	(Average)	36	39.2	43.2

These figures differ considerably from those given on the incomplete data one year ago, in that the majority of the establishments included at that time reported to top management, had the three divisions of health, safety and industrial relations on an administrative par, and the health department had the final word on health problems. It will be observed here that these relationships are carried out in approximately only 40% of the total number of groups included in this study. It will also be observed that in the percentage reporting to top management, the highest percentage occurred in the groups under 500 employees, and one of the lowest in groups of 10,000 employees and over—this is easily explained on the basis that in the smallest plants top management is very close to all activities and that in the complex administrative arrangements as seen in the largest plants, it appears much easier to delegate supervision to others than top management.

Records and Reports

It is of interest to know what is going on with respect to the health records of employees and allied activities. The following table shows figures with respect to the individual records of employees being under medical control and available to medical staff only; with respect to information being given to individual employees regarding examination findings; the giving of industrial hygiene information to individual employees; and the production of regular reports on health department activities:

RECORDS AND REPORTS

No. Groups	Size	% Medical Control	% Exam Inf.	% Ind. Hyg. Inf.	% Reg. Reports
43	Under 500	16.3	16.3 - 34.8 R	13.9 R	53.5
49	500 - 999	18.7	18.7 - 12.5 R	20 R	27.9
50	1000 - 1499	28	34 - 20 R	16.6 - 26 R	54
17	1500 - 1999	29.4	35.3 - 23.5 R	23.5 R	53.8
42	2000 - 3999	35.7	30.9 - 14.3 R	16.7 R	52.4
43	4000 - 9999	39.6	39.6 - 13.9 R	30.3 R	53
34	10000 & over	88.2	53 - 20.6 R	38.2 - 23.5 R	91.3
278	(Average)	34.8	31.3 - 19.4 R	5.7 - 21.9 R	55.7

On the average approximately 35% of all groups maintained individual health records available only to the medical department staff—of course there are exceptions when records must be consulted for other purposes, but in the before-mentioned percentage individual health records were directly under medical staff control. In this respect, the figures show what might be expected, a gradual increase in the percentage of medical control of health records as the size of the groups increased, except that there was a disproportional increase between the last two groups.

Giving Results of Examinations

With regard to giving individual employees the results of various examinations, there was considerable variation, as shown in column 4 of the table. Here we have a split column, on the left being the percentages in which the examination information was routinely given to individual employees; and on the right, when it was given upon request only—it can be seen that on the whole the figures were somewhat larger for routine procedure than with reference to request. Addition of these two columns of figures across from left to right gives the total percentage of examination information given to the individual employees in the various groups; this reached 73% in the largest working group and 51% in the smallest, with an average of 50% for all groups. The method of reporting examination information to individual employees was largely verbal, although there were a few examples of regularly written reports. There were also instances where routine reports were made verbally to individuals with physical defects with recommendations and follow-up.

The giving of industrial hygiene information to individual employees shows a considerably less percentage, as might be expected, in the various groups, with an average of 27% for all establishments, with approximately 22% being on request only, and most of the data showing that the information was given only in this way.

The making of regular reports shows figures which may seem surprising, since approximately only 55% of all groups made regular reports on their health activities to some agency or person. In most instances, reports were made to management, with a few examples of outside agencies, such as state departments or unofficial agencies. It was apparent in many instances that special reports only were issued at irregular intervals, and also in a large number of cases verbal conferences were held rather than depending upon written material. In those instances where regular written reports were made, they were usually monthly and annual in frequency.

Cost of Service

Reference was made in the preliminary report given a year ago to a general discussion with reference to the cost of industrial health services, citing the factors influencing cost, the types of unit rating of cost, and some material with reference to a number of different types of plants. This material need not be repeated here, but additional material will be given.

It was possible to assemble cost figures from a group of nine plants (three in the under 1,000 class—three in the medium sized class—three in the large class) from a large corporation having fairly well centralized control. The following table shows the number of persons in each plant, the original investment, the maintenance cost on a monthly basis, the salaries on a monthly basis, and the personnel and the salary percentage of the total monthly cost:

COST FIGURES

Persons	Orig. Invest.	Maint. (mo.)	Salaries (mo.)	Personnel	Sal. %
557	$ 3000	$ 65	$ 525	2N - 1pMD	89
853	1200	300	250	1N	45
958	1000	55	170	1pN	76
2329	16000	300	850	1MD - 2N	74
3153	12500	550	1000	1MD - 2N / 1Clk - 1Dr	64
3436	11500	950	1300	1MD - 3N / 1Clk	58
7621	12500	650	1100	1MD - 4N / 1Clk - 1Dr	63
10671	13500	1100	2200	1MD - 9N / X-ray / 3Clk - 1Dr	67
14347	15000	1000	2800	1MD - 9N / PT - 3Clk / 2Dr	74

It is immediately apparent that neither the original investment nor the maintenance cost were direct functions of the number of persons served, although there is some relationship; for example, in the fifth group with 3,153 persons as compared with the seventh group with 7,621 persons (the latter more than twice as large) the original investment was the same, $12,500. The monthly maintenance cost was very similar, as was also the monthly item of salaries, and the percentage of salaries of the monthly total cost. The only difference seemed to be that there were two more full-time nurses in the larger group. (With respect to the abbreviations here in the personnel column, all personnel are considered full-time unless otherwise shown, the small letter "p" standing for part-time, and the abbreviation "clk" for clerk, and "Dr" for driver, "PT" for physical therapist.)

It will be noted that the fourth and last groups in this table showed an original investment of $16,000 and $15,000 each—this is accounted for by the large number of rooms and equipment therefor in each instance, the fourth one using 18 rooms and the last one using 14 rooms, with separate women's and men's wards and separate examination rooms for men and women, as well as diagnostic laboratory facilities and physical therapy.

The salary percentage of the total monthly cost varies from 45 in the second establishment of 853 persons to 89 in the first establishment of 557 persons, with an average percentage of approximately 68 for all nine groups.

As might be expected, the cost of monthly maintenance is considerably influenced by the number and kind of personnel. In the main also, the monthly salaries increased as the size of the plant and the personnel increased, with the exception of the establishments 2 and 3, which had no regularly attending physicians.

The subject of cost in the smaller plants has always been a favorite

one with many statisticians and industrialists. We were fortunate in securing similar data on costs for small plants, this being a group of 12 establishments under 500 employees, located in 12 different widely scattered states.

SMALL PLANT COSTS

Persons	Orig. Inv.	Maint. (mo.)	Salaries (mo.)	Other (mo.)	Personnel	Sal. %
430	$17000	$ 240	$ 390	$ 45	1pMD - 1N / 3 Att. (m)	58
357	656	100	339	—	1pMD - 1N	75
175	500	10	—	—	2cMD - 2 Att. (m)	—
426	7600	108	319	—	1pMD - 1N	75
349	51800	1067	5084	5000	1MD - 4N / 1sup. - Asst. / Dir. - 2 Engrs. / Dietcn - Insp	46
196	500	50	125	20	2cMD - 2 Att. / (F & M)	64
143	1500	20	140	—	2cMD - 1N	84
483	3000	100	450	—	1pMD - 1N	82
345	4000	—	700	—	1pMD - 1N	—
480	1000	25	600	—	1pMD - 1N / 2 Att.	96
323	450	100	300	—	1pMD - 2N / 1p S. Insp / 1pD. Asst.	75
415	2250	50	625	—	1pMD - 1N / 1pVN - 1pClk	93

It is immediately apparent that the original investment for the first group of 430 ($17,000) and the fifth group of 349 persons ($51,800) is considerably in excess of the original investments of other groups. In the first instance, this is because the original investment included a separate building for the health department, and in the second instance, it included the building of a small hospital and clinic with adequate facilities for major surgery and regular bed patients, in an isolated community. It will be noted also that the fifth establishment in the table maintained a relatively large personnel and a service cost of considerable amount—this was because of the peculiar nature of the industry and the necessity for setting up a very extensive preventive program. It was only in this group that there was a full-time physician—the rest of the groups shown in this table either had physicians on part-time or on call. The amount of the original investments in all the other instances depended upon the space and equipment of the health department, but it still shows a considerable variation.

The monthly maintenance expense was also subject to considerable variation, as were the salaries—for a group of plants with proportionately less variation in the number of persons served.

The salary percentage of the monthly expense varied from a low of 46 to a high of 96, with an average of approximately 75% for the whole study.

It is, therefore, evident that at least this small group of small plants have apparently done a very good job of financing their health departments and getting adequate personnel.

Comments on General Observations

Before giving a summary of the material presented in this paper, it is probably well to give some comments on general observations made during the course of this study.

1. Greater confidence and mutual respect is apparently needed between medicine and management to accomplish the utmost in industrial health programs. We have encountered instances in which management seemed fearful of delegating responsibility to the medical staff; and also, the reverse has been true. It would seem advantageous that physicians should learn more about health administration in industry; perhaps the less interference with the technical functions of the health department, the better it could be administered—and still management could continue to be well informed about health activities.

2. The pattern of industrial health activities as observed in this study was exceedingly variable because of differences in the health program needs of various groups. There are, however, certain fundamentals common to all groups which will be discussed in the final report. It is obvious that optimum programs can only be tailored to fit each establishment, after adequate study of the group, materials, processes, equipment and products.

3. There were frequently encountered instances indicating that there is still prevalent some misunderstanding and confusion regarding the specific meanings of the terms "industrial hygiene," "industrial safety," and "industrial sanitation," (and one might well include "personal hygiene" and "industrial health"). Although it would be expected that such confusion would occur mostly in smaller plants, especially where the safety engineer may be responsible for industrial hygiene, industrial safety, and industrial sanitation, considerable incidence was also found in medium sized and large groups. A clarification of these terms would be advisable. It would seem appropriate to suggest that physicians and nurses be relieved of the necessity of devoting time to sanitation inspections.

4. There was considerable evidence that the coneeption of the importance of prevention still lags somewhat; it also seemed that many physicians still call employees "patients," regardless of the type of service rendered.

5. The amount of time devoted to the acquiring of first hand knowledge of processes and materials by physicians and nurses remains comparatively low, even in good sized concerns.

6. Much has heen said about the defects of the service in small plants—while it is true that many of them did not have adequate facilities, there were some which did have outstanding programs; and, what seems more interesting, it was apparent that considerable improvement could be made in some of the medium sized and large groups.

Summary

The data from 278 groups of various sizes, involving many types of manufacturing and service in 33 different states, and including a population of 1,180,551 employees, showed the following results:

1. Approximately 70% of all organizations did preplacement and periodic examinations and also examinations on return to work after injury or illness; the smallest of the plants had a very good record in this respect, as did the largest, although there were considerable variations in the other sized organizations. Exit examinations at termination of employment were done in relatively few instances, except in the largest of the plants.

2. A dispensary service was provided in approximately 60% of all groups, varying from 47% in the smallest to 94% in the largest ones.

3. Slightly over half of the establishments rendered some type of industrial hygiene service, running as high as 88% in the largest organizations. Safety and sanitation services were provided for in approximately 65% of the concerns, here the smallest and the largest plants showing the highest percentages of services provided. Dental services were provided in very few instances and were limited almost entirely to emergency and prophylaxis service outside of the plants, while there were examples of part-time and full-time dentists in almost all classifications. Instruction in health and safety was given in less than half of the groups on the average, with slight variations in the different classifications.

4. With respect to intramural relationships, the health department reported directly to top management in approximately 36% of all groups; the three divisions of health, safety and personnel relations were on a par administratively in approximately 40% of all groups; and the health department had the final word with respect to health problems in approximately 43% of all groups.

5. With regard to records and reports, individual health records were kept in the medical department and available only to the medical staff in approximately one-third of all organizations; with variations from 16% in the small plants to 88% in the largest; examination information was given to individual employees routinely for all groups in about 31% of instances and in about 20% of instances on request only. Industrial hygiene information was given to individual employees mainly on request only on an average of 22% and in very few instances routinely on the average. Regular reports were made by the

industrial health departments in slightly over half of all organizations, as an average, running up to 91% in the largest plants.

6. Cost figures varied greatly even in the plants of a large corporation with fairly good centralized control. These variations were due mostly to differences in the arrangement and number of the rooms used and to original equipment, as well as personnel. It was possible to show an array of figures concerning small plant costs in a group of 12 small plants in 12 widely scattered states. There was also considerable variation here, which was due mainly to the type of housing and equipment originally provided and also with respect to variations in personnel.

7. Finally, with reference to costs of service, there are certain fundamentals and basic principles which can be set forth as follows:

   A. The original investment for a small plant industrial health department usually will run from $500 to $3,000, the upkeep from $300 to $700 a month; for medium sized plants from $5,000 to $10,000 original investment and upkeep of $1,000 to $3,000 a month; for a large plant, from $10,000 to $125,000 original investment and upkeep from $2,000 to $8,000 a month.

   B. The small plants can do and have done very fine programs in industrial health work without the cost being what is termed excessive.

   C. Per capita cost of industrial health work will run somewhere between $10.00 and $14.00 annually in most plants.

FINDINGS FROM FOUNDATION PLANT AND LABORATORY RESEARCH

T. F. HATCH, W. C. L. HEMEON, M. S., and F. R. HOLDEN, Ph. D.*

A primary objective of Industrial Hygiene Foundation is to provide member companies with the services of a central agency devoted to the continuing study of industrial health problems. Accordingly, the technical staff members spend a considerable portion of their time in active investigation of specific problems in industrial hygiene in the plants of companies affiliated with the Foundation.

Facilities for such direct participation in the problems of the member companies were established in the belief that real value would be derived from bringing the varied experiences of many industries together so that each would supplement the other. Thus, the knowledge and "know-how" gained in one investigation aids in the solution of another problem—often in quite a different manufacturing field. The selected cross section of American industry and the great variety of manufacturing operations which characterize the membership in the Foundation offer many attractive possibilities in the fulfillment of this objective. An annual review of the activities of the technical staff provides a useful measure of the success attained in this phase of the Foundation program.

Growth of Plant Work

The Foundation has grown steadily from the beginning, in membership, size of staff and extent of plant investigation (Figure 1). Plant studies have been distributed among the different industries which make up the membership, as shown in Table I.

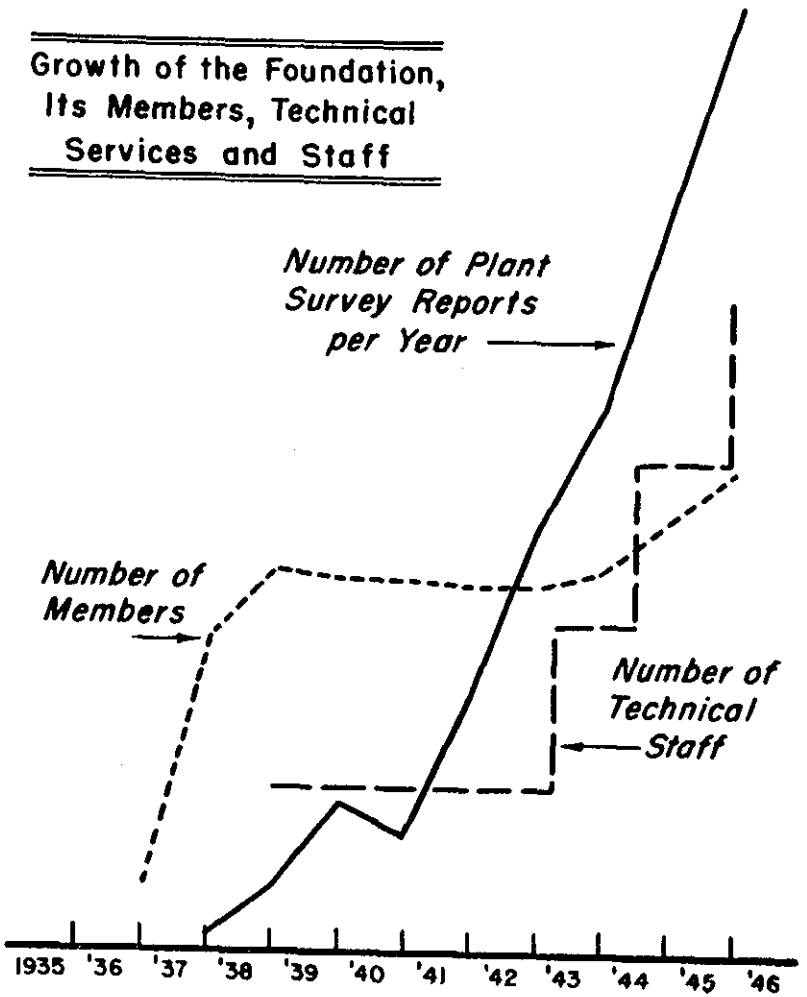
TABLE I

DISTRIBUTION OF FOUNDATION INVESTIGATIONS BY INDUSTRY

(1937-1945)

Industrial Group	Percent of Total Studies
1. Ceramic, asbestos, stone products	33
2. Mining, smelting and refining, metal processing	25
3. Manufacturing, metal and miscellaneous	17
4. Chemicals production	25

* Industrial Hygiene Foundation.



(Figure 1)

With respect to nature of the hazard or process, the investigations were distributed as follows (Table II):

TABLE II

DISTRIBUTION OF FOUNDATION INVESTIGATIONS BY NATURE OF PROBLEM

(1937-1945)

	Operation or Exposure	Percent of Total Studies
1.	Dust exposures—silica, asbestos, nuisance dusts	41
2.	Various chemical exposures	21
3.	Metal fumes: welding, soldering, cutting, foundry	9
4.	Metal cleaning, plating: degreasing, acid mists, chromic acid	6
5.	Dermatitis	5
6.	General industrial hygiene surveys	7
7.	Studies of atmospheric pollution	8
8.	Heat, ventilation	3

Summary of Activities, 1946

In continuation of this work, a total of 51 separate plant investigations have been conducted thus far in 1946, involving the collection and analysis of approximately 2,500 samples, including over 1,200 dust determinations and studies of dust composition. Greatest emphasis has been placed on the dust-producing industries during the year, but a variety of chemical operations have also been studied, as in the past. Table III summarizes the work in 1946:

TABLE III

SUMMARY OF FOUNDATION INVESTIGATIONS, 1946

Number of separate projects		24	
Number of separate plant studies		51	
Distribution of projects, by nature of problem			
Dust exposure and control		10	(35 plants)
Chemical toxicological, miscellaneous		6	
Lead exposures		2	
Community atmospheric pollution		2	(4 operations)
Dermatitis		2	
Metal fumes		1	
Heat exposure		1	
Number of analyses			2559
Dust	1274		
Lead	275		
Miscellaneous metals	345		
Miscellaneous chemicals	665		

The foregoing tabulations, summarizing the experience of the Foundation in plant investigations and research, demonstrate the variety of undertakings and the considerable coverage in the field of industrial hygiene which has been obtained and certainly lend support to and validate the initial policy which established the technical work as a major activity in the over-all program. A simple tabulation, however, cannot tell the whole story, nor is it completely evident from this summary that the Foundation's activities provide more than could have been obtained by the individual companies within their own organizations or from other agencies. We must turn to a more detailed consideration of the work in order to bring out its full value.

Value of Industry-wide Studies

Attention is called to the fact that during 1946 the 10 projects in dust-producing industries included studies in 35 separate plants. Five of these projects were isolated studies involving single plants; the other five, including 28 plants, were multiple studies set up on an industry-wide basis or as over-all investigations for companies with several different plants. These studies were deliberately designed to bring together for critical study the experiences of as many plants as possible having common problems. Outstanding among the advantages of these industry-wide studies has been the demonstration that sound solutions of most problems are generally found in the industry—not all in one plant, necessarily, but within the total experience.

The "dangerous trades" of our fathers have all but disappeared. Modern industry demonstrates every day that potentially toxic substances can and are being used without hazard. In general, one may say that there are more workers, by far, handling such materials safely than not. The problem today is largely one of discovering the effective control measures in actual use and making them available to the whole industry.

The concept of study on an industry-wide basis is entirely in accord with the primary purpose of the Foundation and, moreover, is of particular value in that it makes the day-to-day work of the organization more valuable to the members than would be possible through independent studies alone.

Value of Quantitative Studies

Industrial hygiene is, above all, a practical field, and there is no place in it for elaborate testing procedures and methods of analysis unless they aid materially in the solution of practical problems. Field experience during this year, as in the past, has demonstrated that systematic, quantitative study is of direct value in a highly practical way. For example, it was our privilege during the year to investigate a large plant in which records of dustiness and medical records extended back for a period of twenty years. These data combined with our own investigation made it possible to provide fairly definite answers to the questions which were put to us: After this prolonged period of systematic effort to eliminate the hazard, how good is the present control; and if further improvement is needed, how can our efforts be expended most effectively? The experience of the company is outstanding proof of the practical value of quantitative study. In fact, this company was so far ahead of the parade that when they started a systematic program of dust control, its scope was seriously limited by the

lack of adequate dust-counting instruments and techniques. That was 25 years ago.

In another project, involving the systematic study of some 28 plants, over a five-year period, only three were found to have a silicosis hazard. The fact that 25 were operating with a high degree of safety demonstrates clearly that adequate protection is practical. The reasons for failure in the three were not obvious and the most effective and, therefore, least costly improvements were made only after quantitative study to determine the exact causes of failure.

Still another illustration comes from a study of heat exposure, in which fundamental analysis revealed that the major heat source was radiation rather than simple air temperature. From this it was evident that ventilation, the common method of control, was not the method of choice and would produce relatively little benefit from the money expended.

One of the most valuable items in the year's experiences was a request to investigate a new process while still in the pilot stage and to determine the probable control requirements for the final manufacturing operation so that proper plans could be made in advance. This represents the highest appreciation of the value of quantitative analysis and is a procedure highly to be recommended.

Design of Ventilating Systems and Other Control Measures

Analyses of industrial ventilation systems and other control measures during the year have shown, as in the past, that full advantage is not being taken of all of the basic engineering knowledge which is available to assist us in the design of control measures. It is particularly disturbing to find inadequate performance after the expenditure of considerable money. Thus, in a comparative study of two plants doing the same work we found the poorer results in the plant having the more expensive system of ventilation and using the higher rates of ventilation.

Plant engineers will undoubtedly agree that the design of control equipment generally takes a secondary place in the engineering organization, and they frequently complain that not enough time or money is appropriated for basic engineering analysis. Thus, they are forced to resort to empirical design data which, too often, results in inadequate performance. Too much money and effort is being spent by industry to improve working conditions without securing the desired results. The solution lies in fuller utilization of existing engineering data and the systematic development of additional basic information. In our experience, such an approach pays for itself. It is the function of the Foundation to assist in this development.

Appraisal of Dust Hazards and of Dust Control Measures

It is of great practical significance that dust continues to occupy the major place in the entire array of industrial problems with which we are concerned. The dust studies have taken us into many industries in which systematic correlations between incidence of lung damage and nature and magnitude of exposure have not been made. Thus, it has been necessary to draw heavily upon the experiences gained in a few industries for which such correlations exist in order to make the best possible appraisal of each new situation. In reviewing this work, one is impressed with the need for

much more extensive information than we now possess. Investigators warn against generalizing from the experience of a few studies and emphasize that the silicosis problem of a given industry is characteristic of that industry and that the relationships which obtain may not apply to another industry. Thus, it is proper to inquire critically into the universal applicability of our appraisal techniques and "yardsticks." Some progress has been made in refining techniques through improvements in the determination of dust composition. The new procedure, reported at the 10th Annual Meeting, has continued to give interesting and valuable data. Other improvements in appraisal methods are currently being investigated.

We are impressed with the significant difference between the silicosis problem in industry and the far more general nuisance dust problem. It is necessary to distinguish between them since, more often than not, the nuisance dust is the more spectacular and is likely, therefore, to receive more attention. Situations have been encountered in which an exposure has been judged hazardous through incomplete study and appraisal and money and effort expended for control which could have been better spent on less spectacular but more hazardous operations.

Another aspect of the dust problem which has interested us during the year has to do with the different criteria of dust control. One approach is to apply control measures to all processes which are obviously producing dust, without regard to the relative contribution of each to the total hazard. The other is to weigh each source of dust by proper quantitative techniques and set up the control program accordingly. Under the latter procedure, certain operations receive secondary consideration compared with others which appear less dusty. Such a course has resulted in misunderstanding in certain instances. Recommendations governing the control of silicosis should distinguish between hazardous and nuisance dusts.

Summary

This summary of technical work during the year serves to point up some of the highlights which have been selected for emphasis. Extensive facilities for quantitative investigation are available in the several State Divisions of Industrial Hygiene and an increasing number of industries are setting up their own facilities. The work of the Foundation supplements these agencies and provides a medium for broad investigation and research by virtue of the wide coverage of American industry which the membership represents.

DR. LEROY U. GARDNER

A. J. LANZA, M. D.*

Mr. Chairman, Ladies and Gentlemen: My associates in the Industrial Hygiene Foundation have asked that I pay a tribute to Dr. Gardner.

He was only 57 years old when he died. He was a native of New Britain, Connecticut, and graduated from the Yale Medical School in 1914. During World War I, he was an officer in the Army Medical Corps. For two years he was an instructor in Pathology in the Harvard Medical School. He then went to his Alma Mater as Assistant Professor of Pathology for several years; while there he broke down and went to Saranac.

He became Director of the Saranac Laboratory in 1927 and later was made head of the Trudeau Foundation and the Sanitarium.

He was also active in civic affairs. He was a Trustee of the Village of Saranac Lake, and a member of the Village Planning Commission.

In 1935 he received the Trudeau Medal for his work in the pathology of pulmonary disease and in 1940 he received the Knudsen Award from the Association of Industrial Physicians and Surgeons for his outstanding work in industrial medicine, and also in 1940 he received an honorary degree of Master of Science from Yale.

So much for the record, which does not tell us very much about this extraordinary man. I have known Dr. Gardner for over 20 years and was not only very closely associated with him in various projects in which we had mutual interest, but also I was a very close friend of his. He was a very versatile person and a brilliant figure in the medical research world.

Early in his Saranac Laboratory career he became interested in the possible connection or relationship between occupation and tuberculosis, and from that stemmed his world-famous studies in silicosis and other pneumoconioses. At the same time he became more and more identified with industry, which was most fortunate and fitting, because all of us who were interested in the industrial field as far as health was concerned felt that industry merited the very best kind of service, technical and professional, that it could get in order to help it solve the problems that faced it in dealing with occupational hazards.

And out of that necessity there grew up the really very unusual work of the Saranac Laboratory, which has not been duplicated anywhere in this country. Dr. Gardner brought to his work an unusual character as well as ability. He followed and was associated with a remarkable group of men. I don't know how many of you have ever been to Saranac; those of you who have been there have always been impressed by the earnestness, the sincerity, the honesty, of the group of men who have made Saranac possible. They were a remarkable group, starting out of course with Edward Trudeau who initiated in this country the outdoor treatment of tuberculosis, followed by Dr. Baldwin who, though retired, is still alive and active at the age of 82 in Saranac, Dr. Lawrason Brown and Don Cummings, now dead, and their associates.

These men were pioneers. They had enormous courage as well as

* Chairman, Medical Committee, Industrial Hygiene Foundation

sound medical education and good technical ability. They had the courage that it takes to fight a long uphill battle against not only the circumstances surrounding them but against their own disabilities, their own ill health. They all had certain qualities in common, qualities of leadership and devotion to their work.

I made the comment the other day in Saranac that having known Dr. Gardner for 20 years, 20 years of a fairly active lifetime, my summary of his character I thought could best be expressed by saying that he was the most unselfish man that I have ever known. He never gave thought to himself or his own troubles and handicaps; always he was working for the project in hand, aiming at the target ahead of him, and driving himself with unsparing energy and enthusiasm.

I won't attempt to go into his technical accomplishments; there isn't time enough to even detail them. Suffice it to say that he was the first one who was able to induce silicosis in experimental animals by dusting processes, and thereby helped to take the clinical knowledge of silicosis and its pathology out of the realm of speculation and bring it within the confines of fact; and for that alone he was universally recognized both in this country and abroad. I could go on for an indefinite period on his professional accomplishments.

He had a laboratory there, the Saranac Laboratory, where the roentgenologists and the pathologists and the chemists and laboratory technicians and nearly all the staff that was necessary to carry out the large amount of work that that laboratory turned out, were ex-patients of the Sanitarium. As far as I know from my dealing with them, there were but few exceptions and all of them were actuated by the same motives and by the same high purpose.

I just want in closing to read a couple of quotations—one from an editorial in the New York Herald-Tribune; it is quite long and I am going to read only one paragraph. The Herald-Tribune editorial writer said this:

> "The gallantry that can transform a personal affliction into a benefit for mankind has seldom been more dramatically exemplified than by the career of Dr. Leroy Upson Gardner. Stricken by tuberculosis as he was planning to resume his position as Assistant Professor of Pathology at Yale after service in the First World War, Dr. Gardner established himself at Saranac Lake, New York, and began to study the part played by the inhalation of dust, a hazard in many occupations, in diseases of the lungs. He cured himself and in the process laid the foundation for a lifetime of work devoted to the prevention and cure of similar illnesses in others."

And then the local paper at Saranac Lake:

> ". . . for Dr. Gardner, like Dr. Trudeau, brought unusual gifts to the work of fighting the good fight to free humanity from needless pain and waste and loss. Each was a pioneer, a sufferer, a victor. Each was a great man among men, a great spirit in the battle for a better race."

SUMMARY OF MEDICAL CONFERENCE*

C. RICHARD WALMER, M. D. (Medical Director, Industrial Hygiene Foundation): At the Medical Conference which was held yesterday the following topics comprised the agenda:

1. A discussion of beryllium;
2. A discussion of chemical injuries to the eye;
3. Selective job placement;
4. Specific job training.

The conference was one of complete informality, limited to physicians from member companies, having, as stated before, an agenda rather than prepared papers. A round-table discussion was the order for each topic.

Beryllium was the first topic on the agenda.† Some of the salient points were reported as follows by George W. Wright, M. D., an associate of the late Leroy U. Gardner at the Saranac Laboratory: (1) Beryllium, a toxic substance, is and has been used in the manufacture of fluorescent lighting, as an alloying material, by inference in atomic energy, in radio tubes, etc. (2) Two large companies in the past few years had a series of painful experiences resulting in a relatively high mortality rate. (3) The question of etiology is still in doubt; however, beryllium is under close scrutiny in the medical and toxicological laboratories. One point which might be mentioned here is that the injuries to humans have not been reproduced in animals.

The second topic dealt with chemical injuries to the eyes. A summary of this paper appears elsewhere in this bulletin.

The third and fourth topics, selective job placement and specific job training, were combined. There were a number of things we hoped to bring out under these two headings. However, we started with job analysis and seemed to remain there. We did want to discuss job standards, physical standards, mental requirements, and various other points. These will be considered at a future Conference.

SUMMARY OF ENGINEERING CONFERENCE*

PROF. PHILIP DRINKER (Chairman, Preventive Engineering Committee): This was the second of the Engineering Conferences. Our first was held last year, and this was held in the same spirit of informality and general give and take and argument that makes such discussions stimulating.

The first item we had in the morning's discussion was on radiant and convectional heat control in hot industries, a topic of intense interest to all those there, and I think the immediate result was an expression of what we lacked and what immediately might be done to help get knowledge which we all want.

Then general atmospheric pollution, particularly in relation to member

* Held November 6.

† See page 39 for full report.

company problems, was discussed in some detail, and I think I can say that all those present learned a lot from it.

The afternoon sessions included illuminating discussion on dust collection, control of fumes from metallurgical electric furnaces, windowless factories, and a general discussion on hood design.

Frankly, I think as an engineer, I derive as much from these informal meetings and discussions as anything I can get from the Foundation, and I speak wholly selfishly. If you attend engineering meetings at any of our societies you usually listen to formal papers, formally presented, in which discussion is limited; we don't go in for that much in this country and I think it is a shame we don't.

In informal gatherings like this, when the topics are well prepared and the discussion is limited to a comparatively few minutes, men are tempted to get up and say what they think, and come away with many refreshing, new ideas. I am sure this type of meeting is going to be a fixture in the Foundation and one which, again from purely selfish motives, it is well to attend.

SUMMARY OF CONFERENCE ON CHEMISTRY AND TOXICOLOGY*

Industrial Hygiene Foundation held its first round-table Conference on Chemistry and Toxicology in connection with the Eleventh Annual Meeting of Foundation Members. Forty-eight chemists, research directors and toxicologists from Foundation-affiliated companies attended. The discussions were informal, but the following is a summary of subjects covered on the agenda:

1. Comparative Toxicity of Chlorinated Hydrocarbons

Maximum allowable concentration was defined as the maximum concentration that a man can inhale for a long period of time without injury to health. It was stressed that exact information of this nature is available for only a few substances. Therefore, our present tables of M. A. C.'s will be changed frequently as experience dictates. In the interim our present tables of limits serve as quasi-legal limits and are valuable for progress in control.

The order of toxicity of the more common chlorinated hydrocarbons was discussed from the viewpoint of recent toxicological research.

2. Warning Labels Upon Hazardous Chemicals

It is of primary importance that there be uniformity in labeling hazardous chemicals so that the exact type and degree of danger will be presented. The Manufacturing Chemists' Association Manuals L-1 and L-2 provide guidance. For mixtures, only the dangerous constituents need be mentioned. Under no circumstances should chemicals be over-labeled, i. e., the degree of hazard should not be exaggerated.

* Held November 8.

3. Evaluation of the Hazard of Siliceous Dusts

Data on the variation of composition of dust with particle size were presented. It was of interest that similar to silica, uranium becomes significantly toxic only when the particle size is fine—comparable to that of hygienically active quartz. New techniques provide data on composition of air-borne dust in relation to size that more closely parallel the effects of dust in the human lungs.

4. Chemical Burns of the Eye

Techniques for saving the sight of eyes damaged by chemicals were described. (See Dr. McLaughlin's paper, page 60 of these Transactions.) It was stressed that many neutral chemicals can damage eyes as severely as acids or alkalis. The treatment, however, is identical for all chemicals.

5. Skin Penetration of Chemicals

Extensive contact of certain chemicals with the skin for relatively short periods of time can have fatal issue. Removal from the skin at once is therefore imperative and because of availability of water it should be used copiously. Contaminated clothing should be removed immediately.

6. Evaluation of Hazard of Contact Dermatitis by Experiment

Techniques which have been used successfully by one Member Company were described. The methods are particularly applicable for study of chemicals destined for use in the cosmetic, food or textile industries.

This Conference will be continued annually and your suggestions are invited as to subject matter and mechanics of procedure that will insure the maximum benefit. It is hoped that rather than a one-day meeting once a year, the Conference will become a year around source of information and a vehicle for the exchange of data between Member Companies. The Conference is sponsored and directed by the Foundation's newly formed Committee on Chemistry and Toxicology.

COMMITTEE ON CHEMISTRY AND TOXICOLOGY

H. F. SMYTH, JR., Ph. D., Chairman.
FRANCIS R. HOLDEN, Ph. D., Secretary.

DISCUSSION

C. F. KUTSCHER, M. D. (Consultant, Industrial Hygiene Foundation): If one were to examine textbook after textbook on diseases of the eye he would find a certain uniformity: First, they are uniform in telling us what to do; we take out all visible portions of the alkali, then wash the eye. That is taken care of in a line or two. Then we have page after page of how to handle complications.

Practically—and of course that is what you men are most interested in—these cases under the old treatment were of months' and even years' duration. During this interval of time the employee could not work, because of the extreme pain. You ended up by paying in a great number of these cases for a loss of industrial vision.

Dr. McLaughlin's large practice among chemical workers forced him to find the answer. What he did was to do exactly what was recommended, but he proved many points; he proved that we did not know how to handle these cases, we did not know the distribution of the chemical within the layers of the eyeball, and he proved that we did not adequately irrigate the eye. A most significant contribution made by this group is the fact that following exposure to alkali much of the chemical remains in an active state. Lying between cells in the deeper reaches of the cornea, the chemical resists removal by cursory irrigation.

This explains why, when a person spills alkali in his eye he gets along fine for a day or two, only to be confronted at a later time with a very serious condition.

The work that Dr. McLaughlin has done certainly has been thorough, it has been painstaking, and it has consumed a tremendous amount of his time, but his statistics prove that he has the answer to the alkali burn. He shows 91% of his cases getting well in 48 hours. It simply means that those cases were either minor burns or he kept them minor by the speed with which treatment was instituted and the thoroughness of his treatment. There is no way for me nor for anyone else to compute what constitutes a serious eye burn when first seen, but we certainly know in a series of 500 cases a great number of them are potentially lost eyes; and when with this treatment 91% of them are well within 48 hours we know absolutely the efficacy of this treatment has kept them from becoming serious eye problems.

You might complain because this treatment takes a half or three-quarters of an hour and keeps the worker away from his job. That is nothing. If that were to be a full-blown keratitis or inflamed eye from alkali, that patient may spend day after day at the ophthalmologist's office, only to end up with your people paying the bill.

LEGAL DEVELOPMENTS RESPECTING OCCUPATIONAL HEALTH

THEODORE C. WATERS*

During the past year only a few of the State Legislatures have been in regular session, with the result that there have not been many changes in state legislation relating to occupational health. In a number of states, codes of industrial hygiene have been prepared and have been proposed; hearings thereon have been held and in several instances such codes have been adopted and have become effective.

The general trend of court decisions construing compensation statutes has continued to be liberal with the result that the liability of employers to pay compensation for occupational injuries has been extended.

On behalf of our Committee, I would like to review briefly some of the legislation that has been enacted during the past year and to call the attention of members to State Codes of Industrial Hygiene that are presently effective in those states in which our member companies are operating. This subject has and will assume increasing importance with the enactment of enabling statutes, granting powers for control of potential hazards to Bureaus of Industrial Health. The Managing Director has also requested that our Committee include in our report reference to the subject of health clauses in Union Contracts.

I. OCCUPATIONAL DISEASE COMPENSATION STATUTES ENACTED OR AMENDED DURING THE YEAR 1946

A. New Occupational Disease Compensation Laws

Georgia has enacted an occupational disease compensation law which became effective April 30, 1946. This act made compensable a scheduled list of diseases caused by exposure to twenty-two named chemical poisonings, diseases caused by exposure to x-ray or radioactive substances, and the diseases of asbestosis and silicosis.

With respect to the named dust diseases, there is limitation of monetary liability of employers in the amount of $500.00 upon the effective date of the act, with monthly increases at the rate of $50.00 until full benefits of the compensation act are attained. The act created a Medical Board of five physicians appointed by the Governor from a list of nominees proposed by the Medical Association of Georgia. Provision is made that one of the members of the board is required to examine the claimant and file a report of his findings with the Medical Board. The Board then renders its decision in the case, from which an appeal may be taken to the State Board of Workmen's Compensation, provided, however, that the findings of the Medical Board upon the questions of medical fact may not be disturbed except upon the ground that the Board acted in excess of its powers or that its findings were procured by fraud, or that there was not sufficient competent evidence in the record to warrant the Medical Board in making the decision complained of, or that the decision of the Board was contrary to law.

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Another interesting feature is the requirement that the State Board of Workmen's Compensation shall, within thirty days after the effective date of the act, designate by order the specific occupations found subject to exposure of hazards of silicosis or asbestosis, and shall notify the employers of the necessity of compulsory examinations provided under the law. Thereupon it becomes the duty of every employer in the named occupations to provide, prior to employment or within thirty days after employment, a medical examination of all new and prospective employees to determine if they are in any degree affected by silicosis or asbestosis. Failure of an employer to provide such examination constitutes a misdemeanor and is punishable as such.

In cases of silicosis or asbestosis, the term "disablement" means the event of an employee becoming actually incapacitated because of silicosis or asbestosis from performing his work in the last occupation in which injuriously exposed to the hazards of silicosis or asbestosis, or from performing any work in any other occupation for remuneration. "Disability" means the state of being so totally incapacitated.

B. Amendments to State Workmen's Compensation Acts

New York State amended its compensation act to increase the maximum aggregate compensation payable for total disability or death due to silicosis from $6,500 to $7,500. The act contains the escalator clause increasing the total amount of compensation payable for disablement or death at the rate of $50.00 per month.

C. Summary of States Wherein Occupational Diseases are Compensable

There are now sixteen states,[1] the District of Columbia, one territory[2] and Federal jurisdiction wherein the Longshoremen's Act is applicable, providing general coverage for all occupational diseases. There are seventeen states[3] and one territory[4] wherein schedule coverage is provided for named occupational diseases. Therefore, in thirty-three states, as well as the District of Columbia, Hawaii and Puerto Rico, occupational diseases are now compensable.

Compensation is also provided by the Federal Employees' Compensation Act and the Longshoremen's and Harbor Workers' Act. Under the laws of eighteen states,[5] compensation payable for dust diseases is limited with respect to the employer's monetary liabflity, and in twelve states,[6] compensation for the dust diseases is payable only for total disability or death.

1. California, Connecticut, Florida, Illinois, Indiana, Massachusetts, Michigan, Minnesota, Missouri, Nebraska, New York, North Dakota, Ohio, Oregon, Washington and Wisconsin.

2. Hawaii.

3. Arizona, Arkansas, Colorado, Delaware, Georgia, Idaho, Kentucky, Maine, Maryland, New Jersey, New Mexico, North Carolina, Pennsylvania, Rhode Island, Utah, Virginia and West Virginia.

4. Puerto Rico.

5. Arizona, Arkansas, Colorado, Florida, Georgia, Idaho, Maryland, Massachusetts, Michigan, Minnesota, New Jersey, New Mexico, New York, Oregon, Pennsylvania, Rhode Island, Utah, and West Virginia.

6. Colorado, Florida, Idaho, Maryland, Massachusetts, Michigan, Minnesota, New Jersey, New York, Ohio, Pennsylvania and Utah.

II. CODES OF INDUSTRIAL HYGIENE

In any discussion of legislative provisions dealing with compensation of occupational diseases, there has been considerable controversy as to the form of legislation providing such compensation. However, upon one subject there seems to be general agreement among employers, employees and their insurance carriers; this is that occupational diseases can be and should be prevented. Industry has become health conscious and realizes that it has become good business to prevent the incidence of disease, rather than to pay compensation for such injuries. Since the enactment of occupational disease compensation statutes, there has been increased activity among State Departments of Health, State Departments of Labor and Industrial Commissions to effect the regulation and control of occupational hazards to prevent disease. Various State Codes of Industrial Hygiene have been promulgated and in many instances adopted, and it is probable that in all of the industrial states necessary legislative provisions will be enacted to enable proper state agencies to establish such codes.

Mr. J. J. Bloomfield of the United States Public Health Service is going to submit a report at this meeting outlining in detail the codes of industrial hygiene in the various states. I would like to make general reference to these codes and to discuss briefly the legal authority for their adoption, their scope and subject matter, with brief comment with respect to administration.

There are thirty-five states[1] that have codes of some type which are presently effective. None of these are uniform. They represent the attempt of individual State Departments to promulgate rules and regulations for the control of occupational hazards in a manner that seems proper to the particular state agency involved. In form some of these codes are applicable only to specific industries, as for example the codes in New York State. In other states the codes are inclusive of all industry, establishing permissible concentrations of dusts, fumes, gases and vapors without specific reference to a named industry.

I think it may be fairly stated that many of these codes, while well intentioned, were adopted without full consideration of the various problems of industry to which they would apply. In many instances they establish arbitrary standards of permissible concentrations of toxic dust, fumes and gases and say to industry, "Thou shalt not permit concentrations exceeding a stated limit." In most instances the codes do not attempt to advise industry of the way and means to accomplish compliance. It is submitted that one of the functions of Bureaus of Industrial Hygiene should be to assist industry to control occupational hazards and to find the best method for compliance.

Authority for Codes

The legal authority for codes may be found either in the constitution of the state or specific legislative provision authorizing the creation of Bureaus of Industrial Hygiene and the grant of authority to such Bureaus

1. Alabama, Arizona, Arkansas, California, Colorado, Connecticut, Delaware, Florida, Idaho, Illinois, Indiana, Kentucky, Maryland, Massachusetts, Michigan, Minnesota, Mississippi, Missouri, Nebraska, Nevada, New Mexico, New York, North Carolina, North Dakota, Ohio, Oregon, Pennsylvania, Rhode Island, South Carolina, South Dakota, Tennessee, Vermont, Virginia, Washington and Wisconsin.

to formulate codes, or the powers incident to the functions of State Departments of Health, Labor or Industrial Commissions. Most of the codes establish maximum allowable concentrations of toxic materials with penalty provisions for failure to comply. Enforcement is generally given to the State Departments of Health, Labor, Bureaus of Mines or Industrial Commissions. In most instances, no specific provision is included for methods by which industry may attain compliance.

In the administration of these codes, it would seem desirable for the administrative agency to cooperate with industry in the attempted solution of industry's problems by educational processes, rather than by police enforcement of the penalty provisions.

Industry has accepted its responsibility to provide its employees safe places in which to work and safe tools with which to work. Management is not indifferent to health hazards and is seeking to attain effective engineering methods to control hazards. Many problems are presented in the perfection of such methods, and these cannot be and will not be solved overnight.

Changes in industrial processes and newly developed uses of chemicals and other toxic materials will continue to create new problems for the control of hazards. Some large industries have adequate engineering staffs and personnel to study these problems and control potential hazards. Many small industries do not have available personnel for this purpose.

The primary object of Bureaus of Industrial Hygiene is to correct hazardous conditions in industry and by assisting management in the discovery, correction and control of hazards, this purpose will be achieved. If administration takes the form of an educational program, I believe that industry will gladly cooperate and the results obtained will be more effective than in any other manner.

It is unfortunate that there is not greater uniformity in the state codes presently effective. Under the leadership of the United States Public Health Service it should be possible to prepare some uniform code that would be suited to industry of all industrial states. If this were done, the codes now effective could be repealed and the proposed model code enacted. With the cooperation of employers, employees and the state agency administering the codes, occupational hazards could be reduced to a minimum and diseases practically eliminated.

III. HEALTH CLAUSES IN UNION CONTRACTS

This subject is one of increasing importance and emphasizes the role of industrial hygiene in labor relations. Perhaps detailed discussion of the subject would be more appropriate in meetings that are devoted to a consideration of industrial relations. It is not the purpose of our Committee to recommend the inclusion or exclusion of clauses of this type and we believe it will be of interest to members to consider certain provisions that have been included in contracts which have been published and are fairly representative of the trend of clauses now being considered by Departments of Industrial Relations.

In the agreement, dated March 19, 1946, between General Motors Cor-

poration and the United Automobile Workers--CIO, we find the following incorporated as paragraph 146 of that agreement:

> "A report of physical examination and any laboratory tests made by physicians acting for the Corporation will be given the personal physician of the individual employee involved upon the written request of the employee."

Again in an agreement, dated March 13, 1945, between Carnegie-Illinois Steel Corporation and the United Steelworkers of America--CIO, we find Section 12, dealing with safety and health, provides as follows:

> "The Company shall continue to make reasonable provisions for the safety and health of its employees at the plant during the hours of their employment. Protective devices, wearing apparel and other equipment necessary to properly protect employees from injury shall be provided by the Company in accordance with the practices now prevailing in each separate plant. Proper heating and ventilating systems shall be installed where needed."

In the agreement, dated July 6, 1945, between Industrial Silica Corporation and the United Steelworkers of America—CIO, we find the following sections under Article 14 dealing with the subject of physical examinations:

> **"Section A. Conditions of Examination**
>
> "It is hereby mutually understood and agreed that the Corporation shall have the right, from time to time, to require employees, at its own expense, to submit to medical and physical examinations by physicians or specialists of its own choosing, and to terminate or suspend employment of any employee or transfer him to another department if such examination shows that said employee cannot with safety satisfactorily continue the kind of work he was doing at the time of such examination or is suffering from any disease which could be communicated to the other employees.
>
> **"Section B. Effect on Employee**
>
> "No such employee shall be permanently laid off, suspended or transferred as the result of any such examination until he has been given five (5) days' written notice of the intention of the Corporation so to do and the records of the Corporation with respect to any such examination shall be open to inspection by the employee's personal physician upon the written request of the employee."

In certain instances representatives of labor have made public statements in opposition to requirements by employers for pre-employment physical examinations as a prerequisite to employment. Similar opposition has been expressed with respect to recurring annual physical examinations. You will recall previous reports of our Committee pointing out statutes of various states under which in certain occupations pre-employment physical examinations were required by law, and in which annual recurring physical examinations were similarly required. Certainly in those industries where potential hazards to health exist, one of the most effective methods of con-

trol of the incidence of disease is the use of physical examinations to determine whether or not the claimant may be suffering from, or peculiarly susceptible to, a given occupational disease, and for his own protection and that of his fellow workmen, it is desirable that he should be excluded from such employment. Furthermore, the use of annual physical examinations in certain industries may well develop information as to the incidence of occupational diseases and protect employees against potential disability or ultimate serious illness.

While the use of physical examinations may have been and may be abused, they are certainly desirable for the promotion of programs of medical control. With respect to the employment of physically handicapped employees, such examinations are essential to the proper placement of these individuals so that their ability may be evaluated and they may be assigned to do those jobs where they are best fitted.

Conclusion

During the year 1947 the Legislatures of all of the States of the Union will convene except Kentucky, Louisiana, Mississippi and Virginia. It is to be anticipated that legislation relating to amendments to existing workmen's and occupational disease compensation acts will be introduced, and in many states enacted. Our Committee suggests to members that it will be to their interest to follow these legislative sessions with care to see that whatever provisions may be adopted are reasonable and suited to their industrial operations.

The promulgation of codes by the various states will proceed and it is reasonable to expect that Bureaus of Industrial Hygiene will increase their activities in an attempt to eliminate potential hazards and assist industry in effecting control of health conditions. Much has already been accomplished in the field of industrial hygiene. Much remains to be done. Let no member company minimize the importance of this subject and let constant care in your operations be your watchword so that industrial accidents and diseases may be kept at an absolute minimum.

CODES FOR THE PREVENTION AND CONTROL OF OCCUPATIONAL DISEASES

J. J. BLOOMFIELD*

One of the major causes of lost time in industry is workers' ill health, some of it caused by physical conditions in the job environment. Although industrial hygienists now have the techniques to prevent almost any kind of occupational disease, unfortunately the application of this knowledge has not progressed as rapidly as it has been acquired. The problem, then, is the promotion of industrial hygiene techniques so that they reach every industry in the country.

One effective means of disseminating and applying information on good industrial hygiene practice has been through the promulgation and administration of reasonable rules and regulations designed to set forth systematically the principles involved in such practice. Such rules and regulations, or codes, as they are sometimes called, can be of significant aid to industry in achieving safe and healthful working conditions, if they are based on scientific fact, are practical and adequate.

It is the purpose of the present discussion to examine the subject in the light of recent trends in the enactment of codes by the States. The major features of a code are also discussed, on the principle that their aim should be to inform management what its responsibilities are and how safe and healthful working conditions may be achieved.

Present Legislation on Prevention

One of the inherent weaknesses of nearly all occupational disease legislation enacted to date in the United States is the omission of any provision for the prevention and control of occupational diseases. In nearly every instance, with but three or four notable exceptions, the desire has been to provide compensation for occupational diseases, whereas the prevention and control of such diseases should really be one of the prime considerations. As a matter of fact, even in those States where the laws make some provision for the prevention and control of occupational diseases, unsatisfactory conditions exist, simply because the powers and duties in this field are assigned to several state departments. In many instances, the laws are so worded as to be vague and indefinite; and what is most discouraging, they do not provide the essential machinery for an effective control program. Everyone will concede that no matter how well a code has been developed, its provisions are completely nullified unless the State has set up a technical agency to administer such a code. Such a technical agency is one staffed with trained industrial hygiene personnel, who can develop the necessary standards based on scientific fact, investigate the working conditions in industry in the light of such standards, and then aid industry in attaining these standards.

In view of these facts, it may be well at this point to examine the development of industrial hygiene in this country and the part which industrial hygiene divisions have been playing of late in the promulgation of industrial health codes.

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The growth of industrial hygiene activities in our state governments has been phenomenal during the past decade, largely through the impetus given to this program among the states by the U. S. Public Health Service, which has assisted the states both financially and through technical consultation services. At the present time, there are 41 states with full-time industrial hygiene activities, several large cities and counties, as well as territories. In all, we have 52 industrial hygiene units and, unquestionably, there will be industrial hygiene services available to industry in every state and territory in the Union within the next year or two. Since industrial hygiene in its broad interpretation is conceded to be an integral part of public health, the development of such services in this country has been largely in state health departments. At present, there are 50 industrial health units in health departments and two in labor departments.

If we examine Table I (see pages 80, 81, 82), which summarizes industrial hygiene activities and the trend in the development of industrial hygiene codes, we will note that the basis of authority for carrying on industrial hygiene activities in the 50 health departments is evenly divided between specific legislation and that emanating from the broad powers given to health departments in their organic act. With regard to the two labor departments, specific legislation has been enacted charging these departments with the responsibility of carrying on certain activities in the industrial hygiene field. We also find that among these 52 industrial hygiene agencies, only 35 have promulgated rules and regulations, or codes, for the control and prevention of occupational diseases.

Codes Variable in Nature

A close study of these 35 codes shows a great divergence in their provisions. It is obvious that large industrial concerns operating in several states must find it difficult to develop a policy on safeguarding the health of their employees. In 17 states, obviously, there are no guides to follow, while in the 35 states which do set up certain criteria, we find that these are variable in character. For example, a study of Table II, which is an analysis of the 35 code provisions, shows that most of the codes make some reference to maximum allowable concentrations of atmospheric contaminants. In 49% of the states these M. A. C. values have legal status, while in 51% they are merely suggested guides. Only 6% of the states deal with prevention of disease through skin contact, while none of the codes so far examined by us deals with the prevention of infection from contact with certain materials employed in industry. Forty percent of the codes deal with the subject of illumination and 37% have some provision as regards temperature, humidity, and air movement. Only 6% of the codes deal with the subject of noise, while not a single one covers the effects of vibration on health. Twenty-three percent of the codes deal with the subject of excessive pressures, 12% with radiant energy, 34% discuss the subject of personal protective equipment, and 57% housekeeping. The two subjects receiving most attention in the 35 codes which have come to our attention are ventilation, which is a subject dealt with in 72% of the codes, and general sanitation, which is found in 83% of the codes.

It is patent, therefore, that the entire situation with regard to industrial hygiene codes leaves much to be desired in the way of uniformity, adequacy, and preciseness as to administration. In summing up the entire subject, the major weaknesses of present-day codes, as we see it, are

TABLE II

ANALYSIS OF STATE INDUSTRIAL HYGIENE ACTIVITIES. CODES AND THEIR PROVISIONS

Total number of industrial hygiene units	52
Agencies conducting industrial hygiene activities:	
Health departments	50
Labor departments	2
Authority for carrying on industrial hygiene activities:	
Health departments	
a. Broad power	25
b. Specific legislation	25
Labor departments	
Specific legislation	2
Total number of codes	35

Code provisions	Percent
1. Maximum allowable concentration	
a. Legal status	49
b. Guide	51
2. Skin contact	6
3. Infectious material	0
4. Illumination	40
5. Temperature, humidity, air movement	37
6. Noise	6
7. Vibration	0
8. Pressure	23
9. Radiant energy	12
10. Ventilation	72
11. Personal protective equipment	34
12. Housekeeping	57
13. Sanitation	83

(1) our present state laws give authority to several agencies in the field of rule making and enforcement, which makes for confusion and, at times, duplication and conflict among the several agencies; (2) 17 of the states have as yet not set up guiding principles to assist industry in achieving good working conditions; and (3) the codes which have been promulgated to date are inadequate in providing any specific information which would show industry how it can comply with the rules and regulations promulgated.

What we need in industrial hygiene today, and we need it badly, is a code which would be patterned after the U. S. Public Health Service Standard Milk Code.[1] This particular code, which was developed after many years of arduous effort, contains but one page in the way of an enabling ordinance, but approximately one hundred pages of detailed and specific information, which shows clearly what the milk industry must do to comply with the ordinance. For these reasons, it may be well to consider the possibility of re-orienting our thoughts regarding codes in industrial hygiene as to their purpose and content.

Principal Features of a Code

In our opinion, the main purpose of a code is to provide reasonable guides or principles which would enable industry to maintain the health of its workers at a high level. If a code is to accomplish this purpose, it must also be reconciled with the chief aim of industry, which is to turn out goods and services in the most efficient way possible so as to achieve maximum production at minimum cost. To accomplish all this, a code of the type envisaged in this discussion should contain rules and regulations for the prevention and control of occupational diseases. This should be the first section of the code and should be brief and the terms well defined. The second part of the code would be in greater detail and would repeat the rule, state the public health reason behind it, and then show industry how it can satisfactorily comply with the rule by an informative discussion of the subject at hand. Perhaps this will be made clearer if we indicate some of the principal features which such a code should contain.

In the introductory material to the code itself, there should be a definite statement indicating the authority or law behind the code. The purpose of the code should be stated and the industries to which the code applies. The code should contain a statement as to who is to administer it, in other words, the enforcement agency should be named. It should also contain a provision for appeal, or a modification of any of the rules when conditions warrant such action, and a penalty for violation of any of the rules. This material should be followed by clear definitions of the various major terms employed throughout the entire code.

What Rules Should Cover

The rules themselves should cover the following subjects, which can be conveniently divided into two parts. Part one of the rules should deal with those regulations pertaining to environmental hygiene, while the second part should deal with the hygiene of the individual. In this way, all factors involved in industrial hygiene practice will be treated. Under environmental hygiene regulations, the rules should cover such subjects as (1) maximum allowable concentrations for atmospheric contaminants, (2) skin contact with hazardous materials, (3) infectious materials, (4) illumination, (5)

1. Public Health Service Milk Ordinance and Code; 1935. U. S. Public Health Service. Public Health Bulletin No. 220. July, 1935.

temperature, humidity, and air movement, (6) noise, (7) vibration, (8) abnormal atmospheric pressure, (9) radiant energy, (10) ventilation, (11) personal protective equipment, (12) housekeeping, and (13) sanitation.

Part two of the rules, dealing with personal hygiene, should contain material on (1) first-aid emergency services, (2) prompt and early treatment of all illnesses resulting from occupational exposures, (3) impartial health appraisals of all workers, (4) recording and reducing absences due to all types of disability, and (5) health education programs.

The last part of the code, and the one which will require considerable detail and, needless to say, careful thought, effort, and much labor, will be that portion dealing with the legal interpretation of the rules or, better still, information of the most up-to-date character which would actually show how these rules can be met through good industrial hygiene practice.

Controversial Features

Perhaps one of the most controversial features of present-day codes has been the matter of maximum allowable concentrations and the divergencies in the limits set among the various states which have labored with this subject. It seems to us that one of the first considerations among those responsible for the development and promulgation of codes is whether we are going to consider merely the toxicity of substances when setting a limit or if attention will also be directed to their nuisance aspect. This is especially applicable to those fumes, smokes, gases, vapors, and dusts that are not necessarily toxic in nature and to other contaminants which may be present in nontoxic concentrations. We, as industrial hygienists, feel that our job is not only to prevent injury to the worker's health, but also to make him reasonably comfortable and efficient in his work environment. It is in this border-line stage that the most controversy exists, that is, where there are incipient poisonings of physiological responses causing discomfort and unpleasantness, but not necessarily injury to health. Enlightened management finds it good operating practice to control the working environment, so that even the mild physiological responses that are causing discomfort are kept at a minimum. In fact, it is a good practice to keep them at a minimum because quite frequently such uncomfortable conditions make a worker accident-prone, as, for example, when a worker becomes inebriated from inhaling trichlorethylene or petroleum solvent vapors. Certainly, no one in industry has questioned, for example, the standard universally adopted in this country for chromic acid mists resulting from chromium electroplating operations. These mists do not cause systemic injury, but do produce, under certain conditions, irritation of the mucous membranes and destruction of a part of the nasal septum. Through educational efforts within the electroplating industry itself, it has been a relatively simple matter to obtain good operating techniques, so that chromic acid levels are kept well below the point where these minor injuries and discomforts can occur.

At the present time, there is a committee within the American Conference of Governmental Industrial Hygienists which is concerned with developing maximum allowable concentrations which can be adopted by all the states. This committee recently inquired into the subject, and at the moment has received replies from 24 states and three cities as to maximum allowable concentration values. Table III shows the variation of maximum allowable concentration values among these 27 jurisdictions for some 21

TABLE III

VARIATION OF MAXIMUM ALLOWABLE CONCENTRATION VALUES (24 STATES, 3 CITIES REPORTING)

SUBSTANCE	Agencies reporting MAC values		Values Reported and Number of Agencies Reporting									
			Maximum Allowable Concentration									
	Established values	No values reported	Value in ppm*	Number	Value in ppm	Number	Value in ppm	Number	Value in ppm	Number	Value in ppm	Number
Acetone	14	13	200	4	400	3	500	6	—	—	—	—
Amyl acetate	20	7	100	1	150	1	200	2	—	—	—	—
Benzene	25	2	75	8	100	17	200	2	400	16	—	—
n-Butanol	16	11	25	1	50	2	100	9	200	3	300	1
n-Butyl acetate	19	8	100	1	150	1	200	2	400	15	—	—
Carbon disulfide	23	4	15	3	20	20	—	—	1000	4	—	—
Ethyl alcohol	10	17	100	1	250	4	500	1	—	—	—	—
Ethyl bromide	6	21	400	2	1500	1	1700	3	—	—	—	—
Fluorine (HF)	24	3	3	24	—	—	—	—	—	—	—	—
Formaldehyde	22	5	10	16	20	6	—	—	—	—	—	—
Gasolene	20	—	500	2	1000	18	—	—	—	—	—	—
Methanol	24	3	100	6	200	17	300	1	—	—	—	—
Methyl chloride	11	16	100	2	200	5	250	1	500	3	—	—
Naphtha (petr.)	15	12	500	2	1000	10	5000	3	—	—	—	—
Nitrobenzene	19	8	1	2	2.5	1	5	16	—	—	—	—
Nitrogen oxides	25	2	10	6	20	2	25	16	40	1	—	—
Phosphine	19	8	1	11	2	8	—	—	—	—	—	—
Sulfur dioxide	25	2	3	1	5	1	10	23	—	—	—	—
Turpentine	21	6	100	2	200	16	400	1	700	2	—	—
Xylene	22	5	100	4	200	18	—	—	—	—	—	—
Carbon tetrachloride	26	1	50	7	75	5	100	14	—	—	—	—

* Parts of substance per million parts of air by volume.

commonly used substances in industry. In most cases, the variations are not too great, and it is felt that perhaps too much emphasis has been placed on this point. In those instances where there is a divergence, the error has been on the safe side. For example, in dealing with the highly toxic substance of benzene, of the 27 jurisdictions which have reported to the committee, 25 had established values and two had none. Of the 25 which had established a value for this substance, 17 used the American Standards Association value of 100 parts per million, while 8 used the slightly lesser value of 75 parts per million. Again, with regard to carbon tetrachloride, a substance which has received considerable attention of late and one on which it has been difficult to obtain unanimity on a threshold value, we find that only one of the 27 jurisdictions has no value for this chemical, while 26 have established a criterion. Of these 26, 14 employ the value of 100 parts per million, five use 75, and seven use 50 parts per million. Altogether, there are not too many substances which we find have variable limits among the states, whereas, on the other hand, there are many materials for which there is complete unanimity. Among some of the commoner toxic substances employed in industry, such as lead, mercury, TNT, zinc oxide, and cadmium, there is complete unanimity among the states as to maximum allowable concentrations for these substances. (See Table IV.)

Realistic Approach

It is our desire to emphasize the need for a realistic approach to this whole subject. To begin with, we feel that there is a definite responsibility upon the governmental agencies administering industrial hygiene to establish M. A. C. (maximum allowable concentration) values only after a great deal of study and thought have been given the subject. So far, on the whole, these have been established in such a manner as to cause no serious handicap to industry. Furthermore, administrative agencies should realize that the determination of whether a working condition is safe or unsafe depends on other factors besides that of maximum allowable concentrations in the atmosphere. Of late, more and more reliance has been placed by industrial hygienists upon the exposure determinations alone, without regard to other factors in the working environment. It seems to us that before an industry is told that it should make certain provisions to control a condition suspected of being inimical to health, a complete health survey is in order. Such a health survey should involve at least two criteria in determining the safety of an operation. First, it is essential that the health of those workers exposed to a certain material or condition should be carefully inquired into. This may involve not only an examination of the worker's health record, but also an examination of the worker himself. Second, careful environmental studies should be made, which would not only include certain determinations of the atmosphere, but also a thorough sanitary survey and occupational analysis. All these put together should yield data of real value in helping to control industrial health hazards.

Developing Standards

At the present time, we have several agencies concerned with the development of standards on limiting atmospheric contaminants. All of us are familiar with the splendid work of the American Standards Association on this subject. The American Conference of Governmental Industrial Hygienists, whose membership consists of those responsible for administering indus-

TABLE IV

MAXIMUM ALLOWABLE CONCENTRATION VALUES FOR WHICH GOOD AGREEMENT EXISTS

Gases and Vapors

Substance	Number Agreeing	Number Disagreeing	Percent Agreeing	M. A. C. (ppm)*
Acetic acid	3	0	100	10
Acrylonitrile	12	0	100	20
Ammonia	21	0	100	100
Aniline	22	0	100	5
Arsine	21	1	95	1
Carbon monoxide	27	0	100	100
Chloroform	9	1	90	100
1-Chloro-1-nitropropane	4	0	100	20
Cyclohexane	3	0	100	400
0-Dichlorobenzene	21	0	100	75
1, 1-Dichloroethane	4	0	100	100
1, 2-Dichloroethane	16	0	100	100
Dichloroethyl ether	13	0	100	15
Dimethylaniline	11	0	100	5
Hydrogen chloride	24	0	100	10
Hydrogen cyanide	25	0	100	20
Hydrogen fluoride	25	0	100	3
Hydrogen selenide	3	0	100	0.1
Hydrogen sulfide	26	0	100	20
Monochlorobenzene	15	1	94	75
Mononitrotoluene	9	0	100	5
Phosgene	23	0	100	1
iso-Propyl ether	3	0	100	500
Styrene	11	1	92	400
Tetrachloroethylene	22	0	100	200
Toluene	22	2	92	200
Trichlorethylene	24	2	92	200

Toxic Dusts and Fumes Mg/M³†

Barium peroxide	6	0	100	0.5
Cadmium	24	0	100	0.1
Chlorodiphenyls	12	1	92	0.1
Chromic acid	23	0	100	0.1
Dinitrotoluene	7	0	100	1.5
Lead	26	0	100	0.15
Mercury	22	0	100	0.1
Tetranitromethylaniline	10	0	100	1.5
Trinitrotoluene	11	0	100	1.5
Zinc oxide	20	1	95	15.0
Asbestos	17	0	100	5‡

* Parts of substance per million parts of air by volume.
† Milligrams of substance per cubic meter of air.
‡ Millions of particles of substance per cubic foot of air.

trial hygiene in this hemisphere, has recognized the importance of the subject of codes, and has a committee working on the development of a uniform code, one which could be adopted by all the states. The Industrial Hygiene Division of the U. S. Public Health Service, which is intimately concerned with the activities of this Conference, as well as with the state agencies administering industrial hygiene, is urging the development of a code of the type outlined in the present discussion. Such a code will probably take several years of effort, although a considerable amount of information is already at hand for inclusion. The main problem, as we see it, will be to obtain unanimity among the various states. It is felt that if such a code is based on scientific fact and is so worded that it takes into consideration the various social and economic aspects of the problem, then it should meet with great favor among the state agencies and the public. This will be especially true if it is administered in a spirit of cooperation with management and labor.

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