A survey of the welfare departments of five labor unions in New York City

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Boston University
A SURVEY OF THE WELFARE DEPARTMENTS
OF FIVE LABOR UNIONS IN NEW YORK CITY

A Thesis

Submitted by
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APPROVED BY

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CHAPTER I

INTRODUCTORY

Labor Unions have for many years been conducting welfare activities such as sick and death benefits. These services have been augmented in times of stress or emergency. They have been based mainly on economic assistance, with some Union officer administering the funds.

Within the past seven years, several Unions in New York City have established what is known as a Welfare Department which functions on a full time basis. In charge of the Department is a Welfare Director whose duty it is to help the Union member and his family to meet daily problems as they arise.

The Welfare Department is organized then to help the Union member and his family with their daily problems. This arrangement differs from the welfare activities which a Union may conduct from time to time to meet an emergency need without having a designated person to plan for such occasions when they might arise.

Since these Welfare Departments concern themselves with the personal and the financial problems of their members, it is important for social workers to know of the work being done by some of the Departments. Therefore, it shall be the purpose of this survey to present the activities of the Welfare Departments of five trade Unions in
New York City which function on a full time basis and endeavor to meet the needs of the Union member and his family.

The Unions were selected as being representative of the New York City Unions having Welfare Departments. They have been in existence longer than the other Unions and include industries that have different types of problems confronting the members because of the nature of the work involved.

Arrangements were made for interviewing the Directors by the Publicity Director of the Greater New York Fund, Mrs. Natalie Linderholm and by the Labor Director of the Fund, Mr. Percy Shostac. The writer was allowed to study the office files of one Union, to read reports made by the Directors to the Executive Boards of their respective Unions, to obtain Union newspapers having information on the Welfare Departments, to study Union Constitutions, and in two instances was able to observe workers being interviewed. Correspondence has also been maintained between the writer and the Directors.
CHAPTER II
UNION WELFARE ACTIVITIES

A labor union, according to Beatrice and Sydney Webb, "...is a continuous association of wage earners for the purpose of maintaining or improving the conditions of their working lives."¹ From this definition it can be deduced that welfare work in the unions would be conducted to improve the conditions of its membership in the factory as well as outside of it. However, such an opinion is not usually attributed to the labor unions. The labor union is thought of as a militant organization interested solely in furthering the economic interests of its constituency. Recognition of the fact that millions of dollars have been expended by unions for alleviating the distress contingent upon unemployment, sickness, accidents, old age, and death has not been too widespread in the public mind. "For hundreds of thousands of American Workers, union membership provides the most immediate sources of help in time of trouble."²

The union can be referred to as a form of group activity, and, as such, there is some inducement for a person to

¹ Beatrice and Sydney Webb, History of Trade Unionism, p. 1
² Murray Webb Latimer, Trade Union Pension Systems, preface
become a part of the group. Some need is met or desired to be met by the person who identifies himself with a labor union as in the case of an adolescent who joins the neighborhood settlement house. A worker in the factory who fails to find any satisfaction from his foreman can get his rights and go to the superintendent and complain. He can do this on an individual basis if he does not belong to the union. If he is a union member his grievance becomes the concern of the union, or his group. Through this relationship, the worker becomes closely related to the union, for it serves to meet his needs. He can share his feelings with his brother unionists. In time of need, when he falls sick or his family requires medical attention, he turns to his union. The union is interested in promoting the general welfare of its membership. "Union membership is not an escape or a substitute satisfaction, but a means for workers to find direct satisfaction in their daily jobs for economic, psychological, and social needs."3

Summary of Welfare Activities
Unions have conducted welfare activities for their membership for many years. In 1830 the Moulders Union provided a relief benefit plan for workers who were injured or

3 Clinton S. Golden and Harold J. Ruttenberg, The Dynamics of Industrial Democracy, p. 7
disabled while at work. At first there was a single uniform payment of $100. By 1899 it was increased from $100 to $200. Out-of-work or unemployment relief benefits paid out by unions in New York State for the year 1894 amounted to $511,817 and included 417 unions with a membership of 121,957. A pension plan was adopted by the Pattern Makers in 1900. The Granite Cutters in 1905 began paying ten dollars a month for a period of six months during the year to its aged members.

With cyclical unemployment, lack of legislative protection for workers who received injuries on the job, or for those who became too old to work, the unions undertook to make provisions for their members. Assessments were levied for specific purposes, such as unemployment benefits, old age pension, sick benefits, so that by 1930 the Bricklayers, Masons and Plasterer's Union was collecting $9.60 per annum in addition to the regular dues, and the International Typographical Union was charging its members $17.08 in addition to the regular dues. The latter union provides its members with a tuberculosis sanatorium and one old age home.

4 Latimer, op. cit., p. 21
5 David M. Schnider and Albert Deutsch, History of Public Welfare in New York State, 1867-1940, p. 50
6 Latimer, op. cit., p. 22
By 1928 there were four types of benefit or welfare plans in operation. Five unions with a membership of 861,500 maintained homes for aged and sick members. Seventeen unions with a membership of 751,500 paid permanent and total disability benefits. Five unions with a membership of 431,600 gave lump sum superannuated payments and total disability pensions. These plans involved forty-one percent of the total membership of the A. F. of L. in 1932.7

Only twelve unions, having a membership of 35,000, had a systematized unemployment relief program. These unions were able to meet the needs of the membership only until the depression set in. The Printers and Pressmens' Union of New York City, one of the unions under this plan, reported that in 1928 the total amount of benefits paid out was $11,592. During the first six months of 1930, this union expended $184,475 for unemployment benefits, forcing the weekly dues to rise from $1.50 to $2.50. The Photo-Engravers Union, Local Seven of Philadelphia, also noted a rise in its benefit payments. For the entire year of 1930 only $41,804.40 was spent in contrast to the sum of $7,767.50, paid in benefits for the first five weeks in 1931. Another plan intended to ease the burden of the unemployed is that of exempting the member from paying his

7 Latimer, op. cit., pp. 129-135
dues during the course of unemployment. This plan is also costly to the Union, for the Blacksmiths International* lost a sum of $104,050.80 during the period of January 1, 1922 to December 31, 1924. With such payments being made, it is possible to understand why the unions have been unable to meet the problem of unemployment among its membership.8

The Cigar Makers Union extended traveling loans to members who ventured to new towns to seek employment. Although these loans were not to exceed twenty dollars, the International reported that $1,430,788.84 was loaned from 1878 to 1915.9

Direct loans were made by the International Pocketbook Workers Union in 1926 to offset the unemployment problem. $3,761.00 was loaned and the officials of the Union said in part, "...most of the loans were given to people as loans merely because we did not want to humiliate them and

* The term International refers to the entire membership of the particular Union, whereas, Local refers to the membership of one member Union of the International.


make them feel that they were getting charity."\(^{10}\)

Another service of the trade unions, also intended to help the unemployed worker with low cost loans, was the labor bank, which was first established in 1920. By 1925 there were thirty-six such banks. Suddenly in 1931, only seven were solvent. The reason for this condition has been attributed to the "...lack of competent and disinterested managers."\(^{11}\)

By studying table number one it is possible to realize the scope and magnitude of the welfare activities directly sponsored by the unions. The total expenditures enumerated do not necessarily mean that all benefits were in actual cash form; rather, as has been shown, much money was in the form of dues exemption. The sick benefits of the unions vary. Included in the totals, for example, will be the money spent for upkeep of old age homes.

The assistance was given intermittently, on a temporary basis. Only twelve unions had a systematic unemployment benefit plan. Administrative difficulties were encountered in distributing and collecting the funds with only a "...few unions having taken kindly to the idea of employing


\(^{11}\) Leo Wolman and Gustav Peck, *Recent Trends*, p. 338.
TABLE I.

BENEFIT FEATURES OF THE A. F. OF L.
AND RAILROAD BROTHERHOODS IN 1929 AND IN 1932 A.

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<th>Service</th>
<th>1929</th>
<th>1932</th>
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<tr>
<td>Sickness</td>
<td>$2,781,936.82</td>
<td>$2,308,040.08</td>
</tr>
<tr>
<td>Death</td>
<td>$17,598,277.00</td>
<td>$17,674,787.64</td>
</tr>
<tr>
<td>Unemployment</td>
<td>$276,717.50</td>
<td>$19,970,556.86</td>
</tr>
<tr>
<td>Old Age</td>
<td>$4,883,027.88</td>
<td>$6,148,302.12</td>
</tr>
<tr>
<td>Disability</td>
<td>$2,707,187.63</td>
<td>$4,006,890.68</td>
</tr>
<tr>
<td>Miscellaneous</td>
<td>$3,945,287.63</td>
<td>$1,340,175.35</td>
</tr>
<tr>
<td>Total</td>
<td>$30,192,434.36</td>
<td>$51,448,752.73</td>
</tr>
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professional experts to control their affairs."\textsuperscript{12}

The attitude expressed by the Pocket-book Workers Union toward "charity", as cited previously in this chapter, was not uncommon at that time. Similar utterances have been made since then by labor leaders; however, it is to be remembered that in the era of the company unions and in the early phases of charity, the relationships between organized labor and those groups was not too amiable.\textsuperscript{13} Since that time the attitudes of the groups have undergone changes. It will be shown in the following chapters in a specific manner how five unions in New York City (three A. F. of L. and two C. I. O.) work along with recognized social agencies, public and private, and it will also be shown in what light the Directors of the Welfare Departments view the field of social work. The activities of the union Welfare Departments will be dealt with in detail to show the contrast to the material presented in this chapter.

\textsuperscript{12} Collis, op. cit., pp. 503-515.

\textsuperscript{13} Robert M. Hartley, Annual Report of the New York Association for Improving the Conditions of the Poor.
CHAPTER III

THE GREATER NEW YORK FUND

The Greater New York Fund is comparable to the Boston Community Fund and also to the Boston Council of Social Agencies in the services and functions performed.

The Fund is a federation of 400 social welfare, health and hospital agencies, of all boroughs, representing all races and creeds and includes all types of essential voluntary services. These agencies belong to and are used by the people of this city. The purpose of the Fund is to secure more adequate finances for these agencies and more adequate service for the people. 1

Relation to the Welfare Departments of the Union

The Fund has a full time Labor Relations Advisor whose function it is to work with the Welfare Directors to plan for the annual drives and also to assist the Directors with their problems. The Advisor also plans educational meetings for the Welfare Directors. In addition, the Fund has a Labor Advisory Committee which is made up of Welfare Directors. The Fund works for mutual understanding of the function of social work between organized labor and the public and private social work field. A concrete example of this is the use made by the Welfare Directors of the

Fund. For the year of 1941, a total of 1500 inquiries were made by the Welfare Directors for information concerning cases they were handling. The fund provides a service center for the Directors so that they will be able to make the best type of referral when they themselves do not know the type of agency to which the worker should be directed.

During the planning of the 1941 Fund drive, the publicity which was to go to the Unions was drawn up without first consulting the Directors. When the Directors were shown the posters they immediately suggested several changes. These changes were adopted and the slogan used in 1941 among the labor groups was, "Give a buck for the home front" and "Organized Labor says Yes...Keep the Home Front Strong... through the Greater New York Fund." Statements such as these were issued in the leaflets distributed to the unions:

Minnie Lurye, Local twenty-two, International Ladies Garment Workers Union: Labor has a voice in the Fund and our leaders are thus able to help direct the services which protect the health and build the morale of New Yorkers.

Edward McPartland, Local 232, Teamsters: Members of my Union have gotten plenty of help from the Fund. I, for one, think every teamster in New York will Give a Buck for the Home Front.

2 These statements were printed in an authorized leaflet drawn up by the members of the Labor Advisory Board of the Fund and were distributed for the 1941 drive. The writer secured the information in an interview with the Publicity Director of the Drive and the Fund, Mrs. Natalie Linderholm.
One of the first projects planned by the Labor Advisory Committee was a series of eight lectures and meetings which were intended to help "...welfare workers to acquire wider knowledge of how to deal with their union welfare problems." Leaders in the public and private fields of social work agreed to deliver informative speeches to the interested labor leaders. Each meeting was held at a different agency so as to further acquaint the labor people with the community resources. The meetings, held from October 23, 1940 to December 11, 1940, were not well attended. From three to five professional social workers and, at the most, twelve labor representatives were in attendance at any one meeting.

There was no other meeting attempted by the Advisory Committee until 1942 when the first Trade Union Conference on Union Welfare and Health Work was held. This, as far as the writer has been able to learn, is the first meeting of its kind held in New York City or elsewhere. Attending the Conference were fifty-two delegates from the A. F. of L., fifty-one delegates from the C. I. O., seven delegates from the Railroad Brotherhood (Independent), and thirty representatives from social and welfare organizations.

3 From the prospectus of the notice sent to all labor unions in New York City and to the social agencies, and issued by the Greater New York Fund.
This one-day meeting resulted in the creation of a Permanent Trade Union Welfare Coordinating Committee, consisting of fifteen union Welfare Directors and five representatives of public and private social agencies. The duty of the committee would be to call a regular annual meeting and to meet from time to time during the year to plan for educational functions of the Welfare Directors. Among the members of the group were: Miss Alice Brophy, Administrator Queens Welfare Center, Department of Welfare, City of New York; Miss Monica Sergott, District Secretary of the Brooklyn Bureau of Charities; Miss Eleanor Clifton, District Secretary, Community Service Society of New York; Mr. Sanford Solender, Head Worker of Madison House; and Mr. Frank Bancroft, Editor of Social Work Today.

In the prospectus of the call to the Conference it was mentioned:

These Welfare Departments (Union Welfare Departments) by concerning themselves with the solution of personal problems of their members, have encouraged greater reliance on union resources. In this manner, Welfare Departments supplement the primary organizational tasks of the unions and serve as practical instruments to assimilate greater union consciousness and loyalty.

...The greater New York Fund, in close touch with many of the City's union Welfare Departments through its guidance service available to unions, has been made aware of the necessity for a review of the new problems arising out of the present emergency.

It is timely, therefore, to call together representatives of union Welfare Departments and of organ-
ized labor in general, to meet with representatives of social agencies to strengthen ties of cooperation and to achieve common objectives. As the first conference devoted to the outstanding problems of union health and welfare work, this marks an importance in broadening the scope of trade union activities. 4

Several papers were delivered by the full time Welfare Directors, some of whom the writer was able to interview. One speaker, Mr. Jack Yekelchick, Welfare Director of Local Two, Plumbers' Union, stressed the fact that the welfare programs could not succeed unless the objectives of the Welfare Departments were clearly stated so that the rank and file of the membership could participate to the fullest possible extent.

"Only when we are sure of greater help from within, can our present and potential usefulness be properly directed and more effectively used by our members, by the social agencies and by the communities at large."5 In commenting on this paper, Miss Brody, Administrator, Queens Welfare Center of the Department of Welfare, City of New York, said that organized labor would follow a pattern of growth similar to that of the field of social work, and that eventually, when the labor movement fully realizes

5 Ibid., p. 7.
its capacities in the field, it will function within its limits.⁶

An interesting and important feature of the Conference was the freedom taken by the Welfare Directors in expressing their feelings about the methods employed by the social agencies in handling applications for relief. This indicated the need for further meetings of this type. Mr. Lawrence DuBartell, Welfare Director of Local Eighty-nine, Chefs, Cooks, and Assistants Union, a former Public Welfare Supervisor, recommended that consideration be given to the seasonal worker when his wages are being averaged. In this way there would be a more humane approach to planning budgets. He further emphasized the importance of agencies contacting the trade union Welfare Directors before a person was to be placed on a work assignment. In response to his comments, Miss Anna E. King, Dean of the Fordham University School of Social Service, noted that the interests of labor and social work were identical and there should be no clash because of fear that the interests of those whom both are trying to help will be jeopardized. She further stated that the over-all requirements of the needy are far greater than the available resources of the social agencies. Her closing remarks were important, the writer feels, because

of the reactions noted in the interviews with the Welfare Directors.

...if the judgements of the social workers sometimes prove irksome, their training and professional responsibilities demand that they make them...it would be undemocratic to restrain them from using their abilities because of any other pressure than the dictates of their professional integrity. 7

The keynote of the Conference was cooperation. Through the efforts of the Greater New York Fund, the Welfare Directors were becoming acquainted with the resources of the community and also were recognizing the values of the field of social work. As a result, the Welfare Directors could better interpret to the rank and file and to the organized labor movement the true benefits and functions of the social work field. On this point, Miss Grace Marcus, Assistant Executive Secretary of the American Association of Social Workers, said:

...we social workers would like to feel that a meeting like this would be the beginning of a mutual curiosity that will help us overcome the traditional separation and misunderstanding so that each may look towards the other for strength, and work together, because unity is needed if a strong single cause is to succeed. 8

The keynote speech of the Conference was made by Mr.


8 Ibid., p. 17.
Albert Deutsch,* author and columnist in the newspaper, PM. He developed the idea that labor and social work had much in common but that there was room for more understanding between the groups. He recognized the Greater New York Fund policy of including organized labor on its active boards as a positive indication of the work to be done.

More and more private welfare agencies are regarding themselves as community activities. Why, then, don't their boards represent a true cross-section of that community, rather than a very limited part of it? That cross-section must include labor. 9

The statement made by Clifford T. McAvoy, Legislative Director of the Greater New York Industrial Council, C. I. O., sums up the value of the conference. He believes that, "Democracy, after all, is social welfare. The Social Welfare program if carried out, would constitute the most perfect kind of democracy..." If we want to see this concept enacted, he said, the unions which do not have Welfare Departments should plan for them and thus consciously "...carry forward actively and specifically those programs of welfare which will make this nation the greatest democracy this world has ever known."10

The statements recorded in this chapter indicate the necessity for more concerted effort on the part of labor

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* Author of "The Mentally Ill in America" and other books related to social work.

9 Ibid., p. Appendix No. 4.

10 Ibid., p. 19.
and social work to come together to clearly define their function and their goals so that a mutual and satisfactory working relationship will result. The key point for a successful endeavor is unity of the groups involved. The writer has described the Greater New York Fund to show the working relationship established between that body and the several Welfare Departments already established in the trade unions of New York City, and to indicate the possibilities which can come of such association and interrelated activities.
CHAPTER IV

SURVEY OF THE WELFARE DEPARTMENTS

The order of presentation of the Welfare Departments has no special significance. The two C. I. O. unions will be studied first and then the three A. F. of L. unions will be dealt with in turn. The material will be divided according to the schedule which the writer used when gathering his information.¹

FURRIERS JOINT COUNCIL OF NEW YORK
Affiliated with the C. I. O.

The Furriers Joint Council is made up of Locals 101, 105, 110, 115, and 70, with a total membership of 13,000, including men in the armed services.² The Joint Council has one central office to administer the needs of the various departments, including the Welfare Department.

1. Problems of the Industry

In addition to being a seasonal industry, the fur industry is also a speculative one, because of the rapid growth, increased production, and keen competition among the dealers, and the bad effects of the numerous credit transactions. The industry is also sensitive to style changes. In the

¹ See appendix.
² As of November, 1942.
1926 slump, 328 small New York fur shops went bankrupt. During the interim, there has been some attempt to stabilize the industry, but it has not been enough to warrant any real promise of steady employment, as later figures will indicate. It is said that "Since the 1926 slump approximately one-half of the workers employed in the fur manufacturing shops in New York City have been continuously unemployed." According to a survey made by Simon Kuznets, there is a seasonal variation in employment ranging from nine to one hundred and ninety, with June being the low month and November the high month. This average was reached during the years 1926 and 1930.

In the dyeing process, the workers are exposed to certain chemicals and mixtures which can cause dermatitus due to direct contact. Exposure to these dyes may also produce asthma in some hypersensitive persons. There is present in nearly "all of the operations...hair and fuzz as well as other dust. This dust and hair combination floats in the


4 Simon Kuznets, Seasonal Variations and Trade, p. 395.

5 Minnie M. McMahon, Health Hazards in Fur Garment Shops, Industrial Hygiene, Division of Industrial Hygiene, New York State Department of Labor, Volume 20, October, 1941, p. 299.
2. Origin and Status of the Welfare Department

The Welfare Department of our Union was set up on the request of our manager, Irving Potash. It is not listed in the Constitution as a "must" committee. However, since the Department has been in existence for the past seven years, there is no doubt that it will be continued. The Joint Council (the Executive Board of our Union) has the power to maintain or eliminate it.

The Department was originally established to handle the flood of applications for unemployment insurance, as the business agents of the union could not handle all the requests. During the initial period that the office functioned, it was noted that the workers talked freely about many of their problems, many of which were quite pressing at the time. From this experience, the Welfare Department began to expand and to include other services. The Welfare Director was called upon to intercede for the workers who were in need of more relief from the Welfare Department of the City of New York, handle legal complaints, and the like. The Union thus became the first in New York City to handle welfare problems without actually giving any cash relief. By January 1, 1933,

6 Minnie M. McMahon, Health Hazards in Fur Industry, "Industrial Hygiene," Division of Industrial Hygiene, New York State Department of Labor, Volume 20, February, 1941, pp. 54-57.

7 Correspondence received from Educational Director of the Furriers Joint Council.
statistics were being tabulated to record the activities of the Department.

3. Personnel of the Department

There has been one full time Director and an Assistant Director for the Department since its inception. The Educational Director serves as the Assistant Director of the Department.

    a. Use of Volunteers

    During the slack period when unemployment is widespread and the number of workers applying for assistance of one type or another is large, the Director can call upon the secretarial help of the Union and the Business Agents to assist him. The Director instructs these people as to their duties and acts as general supervisor.

    Each Local of the Council has its own Emergency-Sick and Death Benefit Fund which pays out small benefits to members after their need has been investigated by a Committee made up of members of the Local. The Committees report regularly to the Director as to their work.

    b. Training of Personnel

    The Welfare Director worked in the industry for eighteen years before he assumed his present position, and regards himself as a "rank and file" person. He was supervised two months by a "committee of five outstanding social workers" that the Union had as an advisory committee when the Depart-
ment was first formed. The Assistant Director was also supervised during this period. The Director is a member of the Permanent Union Welfare Coordinating Committee, which is an outcome of the One Day Trade Union Conference mentioned previously. The Director plans to issue a handbook shortly which will tell of the techniques used by a trade union Welfare Director in interviewing workers.

The Assistant Director also worked in the industry before she became active in her present office. The writer was told by these two people that their function is not to be case workers; consequently, their work does not require any social work training. Both being former workers of the industry they feel that they can best understand and serve their union brothers and sisters.

4. Services of the Department

The Welfare Department was set up by the Joint Council in order to assist the fur workers in the many problems which face them outside of the shop. These problems concern unemployment, ill health, accidents and family difficulties.

The Furriers Joint Council Welfare Department aids the worker in dealing with government agencies, social security boards, and with public and private hospitals and social welfare agencies. 8

8 Mimeographed leaflet distributed by the Welfare Department.
[Content not legible due to text being illegible or blurred]

[Page continues with text that is not legible]
With this set of purposes in mind, the writer will present the various types of services of the Department by giving a topical heading for each one, enumerate the service given, and then summarize the total function of the Department.

**Unemployment Compensation**

It is the policy of the Department to handle all cases of unemployment compensation. Regulations, applications and necessary data are in the office of the Director. The Director, who is versed on the procedure involved in securing compensation, helps each worker file an application. If necessary, the Director compiles material whenever a case is contested by the Unemployment Compensation Board. He will obtain written statements from the worker, from the employers, from bankrupt employers about the worker's pay and hours, and then present the contents to the Security Board. This service is regarded as important as any of the activities of the Department, mainly because of the large foreign born group in the Union that would be unable to properly prepare the case, and also because of the time involved. Thus, in every case which the Security Board may contest because of some irregularity, the Director will personally appear before the Board or assign some other person to do so.

Although the Department has been functioning since 1938, the statistics issued for the first year's work were not specific, but general. The Director mentioned that "about
4500 applications" for unemployment compensation were handled by his office from January 1, 1938 to December 15, 1939. However, the succeeding reports are more detailed and specific, as the writer was able to observe and study.

**TABLE II.**

**UNEMPLOYMENT INSURANCE CASES HANDLED BY WELFARE DEPARTMENT**

<table>
<thead>
<tr>
<th>Service</th>
<th>Jan. 1, 1941 to Dec. 1, 1941</th>
<th>Jan. 1, 1942 to Oct. 31, 1942</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Applications</td>
<td>1038</td>
<td>825</td>
<td>1913</td>
</tr>
<tr>
<td>Irregularities</td>
<td>1011</td>
<td>353</td>
<td>1364</td>
</tr>
<tr>
<td>Referee Cases*</td>
<td>140</td>
<td>50</td>
<td>190</td>
</tr>
<tr>
<td>Appeal Cases</td>
<td>2</td>
<td></td>
<td>2</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td></td>
<td></td>
<td><strong>3469</strong></td>
</tr>
</tbody>
</table>

**Home Relief**

Before the Welfare Department was established, it was a common practice for a delegation of unemployed members to meet at the Union Hall with a Union official and march en masse to the Home Relief Office to demand relief. With the advent of

* Out of 190 cases, the Welfare Department won 180 and lost only ten.
the Department, it was only natural for the members to turn again to this office for help. It is the practice now for the Department to interview the worker, ascertain his need, secure the necessary identifying data, and arrange for an appointment with the Home Relief Office. This arrangement has brought about more amiable working relationships between the Union and the Home Relief Offices and has also helped break down some of the fears and feelings which the Union workers had of the Relief Offices.

The figures in Table Number Three indicate the fluctuation of employment. It also indicates from the number of complaints made to the Department how difficult it is to plan budgets for the workers. The writer was told that many workers are accustomed to earning good wages, and that, when they have to accept a budget, it is difficult for them. In many instances the Director is able to interpret to the worker the necessary restrictions imposed on the Relief Office in planning the budget. Sometimes the worker will just want to register a complaint to the Director and be content to dismiss his grievance in this manner. The table includes Social Security Services merely to facilitate the discussion.
TABLE III.

HOME RELIEF AND RELATED SERVICES

<table>
<thead>
<tr>
<th>Service</th>
<th>Jan. 1, 1940 to May 3, 1941*</th>
<th>Jan. 1, 1941 to Dec. 1, 1941</th>
<th>Jan. 1, 1942 to Oct. 31, 1942</th>
</tr>
</thead>
<tbody>
<tr>
<td>Applications</td>
<td>782</td>
<td>68</td>
<td>34</td>
</tr>
<tr>
<td>Complaints</td>
<td>1153</td>
<td>422</td>
<td>101</td>
</tr>
<tr>
<td>Eviction Cases*</td>
<td>21</td>
<td>9</td>
<td>3</td>
</tr>
<tr>
<td>Dental Care</td>
<td>1</td>
<td>3</td>
<td></td>
</tr>
<tr>
<td>Legal Cases</td>
<td>19</td>
<td>26</td>
<td></td>
</tr>
<tr>
<td>Clothing</td>
<td>25</td>
<td>31</td>
<td>2</td>
</tr>
<tr>
<td>Medical Aid</td>
<td>4</td>
<td>6</td>
<td>1</td>
</tr>
<tr>
<td>Old Age Assistance</td>
<td>20</td>
<td>23</td>
<td></td>
</tr>
<tr>
<td>Blind Assistance</td>
<td></td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>2025</strong></td>
<td><strong>599</strong></td>
<td><strong>142</strong></td>
</tr>
</tbody>
</table>

* Figures included for sake of comparison
Health and Social Service

It has already been stated that the Welfare Department does not intend to assume the role of a case worker; therefore, when a worker applies for help, the Department will refer him, if necessary, to an agency or source which can be of assistance. The Greater New York Fund will be contacted if the Department does not know of a possible referral for the worker. During the course of preparing the worker for such a referral, there is need for allaying fears or misapprehensions which he may have about going to a strange office. Many workers do not readily accept private social agencies, and this will necessitate that an appointment be made in advance. To illustrate this, the following case is cited: A worker claimed that his machine was not working properly. A delegation of union workers was sent by the Welfare Department to check on this complaint. The delegation reported that the machine was in good working order, but the worker would not be convinced. The Welfare worker attempted to refer him to Bellevue Hospital for a psychiatric check-up. Under no circumstances would this worker go. So for a period of four months this worker was seen regularly before accepting the idea that he go to a regular hospital clinic. After he accepted the idea, the Welfare Department talked with the social worker in the hospital, giving her all of the identifying material necessary and also a summary of the relation-
ship with the worker.

What meaning does Bellvue Hospital have to many workers in the Fur industry? Bellvue is regarded as the "Black Bottle" where workers are thrown into wards, given no food and allowed to die peacefully. That explains, in part, the need for the intensive relationship with the worker who would not go to Bellvue for a check-up.

After a worker is referred to an agency, the Welfare Department will follow up the contact made with the agency. This will be noted in the records of the Department.* A regular file is kept which contains separate folders for every person that is seen by the Welfare Department. The office does not give any cash relief.

The Union has no medical plan for its membership. However, the Welfare Department has worked out a plan where it is possible to refer workers to doctors that have an agreement with the Union to charge only one dollar for an office visit and two dollars for a home visit. A specialist will charge three dollars per visit. Under this plan, there are three hundred doctors, located in all of the boroughs of the City. The Welfare Department will arrange in advance for an appointment for the worker and will also give detailed information about the case. The disposition of each case is noted

* See appendix.
in the record. The doctor, in turn, will notify the Department if there is any need of interpretation or further medical care. In such cases the Department will arrange with hospitals through social service for reduced or possibly free care.

On the next table will be mentioned the results of follow-up care on a tuberculosis survey undertaken by the Union in conjunction with the Industrial Hygiene Department of New York State and the Tuberculosis Department of the City of New York. This survey was begun in 1939 when 5000 workers, all members of the Union, were given X-Ray examinations. Out of this large group, seventy-five active cases of tuberculosis were found in addition to several cases of heart disease. Of the seventy-five tuberculosis cases sixty workers were not aware of their illness. The Welfare Department was instrumental in placing thirty of the group in sanatoria with the Union paying full expenses; ten were placed by the Board of Health; five were cared for by the worker's family or through some private source. Every six months the Welfare Department notifies the still actively ill members to report for a medical check-up. ⁹ Sixty-four workers having heart diseases were referred to clinics and private doctors for medical care.

⁹ Survey conducted by Board of Health, City of New York, under the direction of Dr. Edwards.
TABLE IV.
HEALTH AND SOCIAL SERVICE

<table>
<thead>
<tr>
<th>Service</th>
<th>Jan. 1, 1941 to Dec. 1, 1941</th>
<th>Jan. 1, 1942 to Oct. 31, 1942</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Social Service Referral</td>
<td>43</td>
<td>65</td>
<td>108</td>
</tr>
<tr>
<td>Convalescent Home Placement*</td>
<td>17</td>
<td>13</td>
<td>30</td>
</tr>
<tr>
<td>Home Nursing or Housekeeper</td>
<td>11</td>
<td></td>
<td>11</td>
</tr>
<tr>
<td>Old Age Home</td>
<td>2</td>
<td></td>
<td>2</td>
</tr>
<tr>
<td>Domestic Relations Court</td>
<td>4</td>
<td></td>
<td>4</td>
</tr>
<tr>
<td>Free Burial</td>
<td>2</td>
<td></td>
<td>2</td>
</tr>
<tr>
<td>Child Adoption</td>
<td>2</td>
<td></td>
<td>2</td>
</tr>
<tr>
<td>Medical Referrals</td>
<td>145</td>
<td>171</td>
<td>316</td>
</tr>
<tr>
<td>Hospitalization</td>
<td>22</td>
<td>25</td>
<td>47</td>
</tr>
<tr>
<td>T.B. Check-up</td>
<td>16</td>
<td>11</td>
<td>27</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>264</strong></td>
<td><strong>285</strong></td>
<td><strong>449</strong></td>
</tr>
</tbody>
</table>

* From two to five weeks.
Sick and Death Benefit Committees

Each Local affiliated with the Council has its own Sick and Death Benefit Committee which is responsible for checking on all requests for sick or death benefits. These committees report regularly to the Welfare Director on their activities and also receive instructions from him as to their duties.

A general fund has been created to care for such requests by the fines which workers or employers pay for violation of contract or for the overtime permits which the Union allows on occasions. Five dollars a week for a period of ten weeks is given to the sick person while burial expenses are provided for the cases where need has been conclusively proven.

Services under the Wages and Hours Law

The Welfare Department handles all cases where the worker may have some grievance under the Wages and Hours law. The Welfare Director has on hand all the necessary material for filing a complaint and he will either present the case or send a representative. From January 1, 1941 to December 1, 1941 exactly $5,200.66 was collected by the Department for workers. There has not been any official report for 1942, but the Director feels that the Law has been properly interpreted by this time and the number of cases will be greatly reduced.

Workmen's Compensation Law

The same procedure is involved under the Workmen's Com-
pensation Law as with the Wages and Hours Law. The principle here is the same as in the other instances where the Union feels it a duty to give proper protection to the worker who may not understand the law or have enough time and money to spend in gathering the proper evidence to press a claim. The success of this theory has already been shown by the tables presented. During the period of January 1, 1941 to December 1, 1941 the Department handled sixty-two cases and collected $20,257.71 in compensation for Union members.

Old Age Assistance Social Security Retirement Plan

Union members who are of the age to retire or near the retiring age are notified by the Welfare Department of the eligibility requirements for Old Age Assistance and also of the benefits from it. These workers are assured that their cases will be given proper consideration. Nine applications were made in 1941 and four applications were made from January 1, 1942 to October 31, 1942. The Welfare Department was also called upon to ask for increases in funds and to rectify conditions which the members were desirous of having changed, such as places of residence. The Department handled one hundred and forty-nine such complaints from January 1, 1941 to December 1, 1941 and eighty-five from January 1, 1942 to October 31, 1942. It is the belief of the Director that the membership should be told of all of the existing legislation which pertains to their welfare and that is one reason
why the older members are told about old age pension and old age assistance laws.

Naturalization Aid

The recent Alien Registration Act and similar legislation has had its affects on the Union membership. Being affiliated with the American Committee for the Protection of the Foreign Born, the Welfare Department was able to turn to that body for guidance when the need arose. When the workers began to seek information about their citizenship status, the Director arranged to have a representative of the American Committee for the Protection of the Foreign Born see Union workers one afternoon a week in the Welfare Department Office. Through this arrangement the workers were again able to turn to their "own people" for guidance and have their fears allayed without any excess effort on their part. They were merely going to see and deal with people whom they regarded as their Union brothers. Two hundred and forty-one workers registered for the Alien Registration Act directly through the Welfare Department. Other citizenship services are itemized in the following table.

* American Committee for the Protection of the Foreign Born, Seventy-nine Fifth Avenue, New York City, N.Y.
TABLE V.
CITIZENSHIP SERVICES

<table>
<thead>
<tr>
<th>Service</th>
<th>Jan. 1, 1941 to Dec. 1, 1941</th>
<th>Jan. 1, 1942 to Oct. 31, 1942</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>First Papers</td>
<td>7</td>
<td>7</td>
<td>14</td>
</tr>
<tr>
<td>Second Papers</td>
<td>17</td>
<td>25</td>
<td>42</td>
</tr>
<tr>
<td>Certificate of Registry</td>
<td>4</td>
<td>3</td>
<td>12</td>
</tr>
<tr>
<td>Advice and Information</td>
<td>83</td>
<td>60</td>
<td>143</td>
</tr>
<tr>
<td>Alien Registration</td>
<td></td>
<td>3</td>
<td>3</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>111</strong></td>
<td><strong>103</strong></td>
<td><strong>214</strong></td>
</tr>
</tbody>
</table>

Legal Aid and Advice

Over the course of years, many Unions have come to realize that lawyers are a necessary part of the Union. Recent legislation has accelerated the need for legal advice. The Welfare Department has also recognized during the course of its work that workers could use legal advice. Two nights a week various lawyers who are friendly with the union volunteer to come to the Welfare Department to talk with workers whom the Welfare Department has recommended.

During the period of January 1, 1941 and December 1, 1941 a total of three hundred and fifty-nine appointments
were arranged by the Welfare Department, and from January 1, 1942 to October 31, 1942, the Department arranged three hundred and thirty appointments. The Department will assist the worker in planning for further action if the legal representative feels it necessary. In other words, the community resources will be used if it is deemed feasible, and thus the worker will be spared any unnecessary expense.

**Housing**

Another source for interpreting the use and value of community resources is the housing situation. The Department stresses the need for healthy workers to live in good surroundings and explains the housing projects which are in New York as a good place for workers to live. There is one difficulty encountered in placing the workers and that is the eligibility requirements regarding income. The fur industry is a seasonal one but the housing boards have not made any ruling regarding seasonal income. During a good season the worker may average an income over the minimum set by the Housing Authority and become ineligible while in reality this wage has to carry him and his family over weeks of unemployment. However, the Department feels that no application is considered closed and urges members to file their intentions regardless of their income. At the end of the year of 1941 the Department reported that four applications out of ten filed during the year had been accepted and a total of forty
cases were still pending consideration, showing how the membership has heeded the advice of their Welfare Director.

**Summer Camps for Children**

The Welfare Director in the spring of 1940 studied the possible resources for placing some of the more needy member's children in summer camps for a period of two or more weeks. After spending some time without any results, the Director and his assistant struck upon the plan of going to the various shops and "schnoring"\(^{10}\) for funds. Enough money was realized to actually send one hundred children to camp. For the summer of 1941, the Welfare Department organized their fund-raising campaign in a different manner. The various shop stewards\(^{11}\) were called into conference, told of the scheme and the need of organizing a campaign for funds. A slogan was adopted by the group, "Adopt a Kid for Two Weeks," the idea being that each shop steward would collect enough money to send one child to camp. Out of two hundred and sixteen applications made in 1941 it was possible to have one hundred and sixteen accepted. This technique has been accepted now as a regular yearly undertaking. It is called the "Fresh Air Fund." Consequently, one hundred and sixty children went to camp in 1942; and for

\(^{10}\) **Schnoring** is the Jewish term for begging.

\(^{11}\) A shop steward is the equivalent of the Union president or business agent in the particular shop.
the first time, a reunion was held in the Fall of all the
children who had gone to camp, with the Welfare Department as
host.

Defense Activity

The Executive Board of the Council has gone on record as
being all out for the war effort and has undertaken to trans-
form as much of the industry into war production as is pos-
sible. The Welfare Department in conformance with this plan,
has declared that it will help workers secure work in other
industries, plan for defense training courses and assist the
workers in any way to participate in the war effort. By
October 31, 1942 the Department announced that seventy-five
workers had been sent to schools sponsored by the Board of
Education of the City of New York; two hundred workers were
referred to the United States Employment Service and forty
people were actually given defense jobs. Advice and informa-
tion concerning the Draft is also given, and from January 1,
1942 to October 31, 1942, two hundred and seven such inquir-
ies were made.

Interpretation of Activities to Membership

The Welfare Department Office is located on the first
floor of the Main Building of the Joint Council and is sit-
tuated in a prominent place which is easy of access to workers.
Outside of the Office is a bulletin board featuring the activ-
ities of the Department. In addition, the Department issues
mimeographed material from time to time describing the various services.\textsuperscript{12} At various shop meetings, the Director will give short talks devoted to his Department. The most valuable service of the Department, according to the Director, is the function it has during the time of a strike, and this is the most helpful way of interpreting function. The Department will plan in advance for the necessary steps to be taken in helping strikers who may need money or some other assistance. To prove the point the Director told the writer that other unions, having heard of this planning, asked him to help in such a way with their own strikes.

The Department has twelve regular services to offer to the membership. It has provided adequate facilities to meet these needs. The use made of the Department indicates that it has become a regular part of the Union. Through its interpretive work and amiable working relationships established within the Union, there is room for expanded services if the need arises. The writer makes this conclusion from the manner in which the shop-steward plan has worked out and also the use of the Department made during periods of strikes or lockouts. An identifying relationship is thus established with the Department, and it becomes directly involved in a mass undertaking. Further, the relationship established with the

\textsuperscript{12} See appendix.
social service agencies indicates a realization of the worth of the private and public social work field and makes for better use of community resources.
WHOLESALE AND WAREHOUSE WORKERS UNION

LOCAL SIXTY-FIVE

AFFILIATED WITH THE C. I. O.

This Union had 17,000 members, including men in the armed services, up to November fifth, 1942. All sections of the Union in New York City are combined into one general Local, Local Sixty-Five.

1. Problems of the Industry

Unlike the fur industry workers, the warehouse workers have a short seasonal slack period, and the workers are able to accept odd types of work, as they are not as skilled as fur workers. "The magnitude of seasonal variation in employment is about 25,000 in warehousing, 30,000 in wholesale trade and almost 60,000 in retail trade..."\(^\text{13}\)

During the months of May through August of 1941, the Union noted that 1950 of its members were laid off, and from May 1, 1940 to April 31, 1941, there were 3,074 members on a lay-off or unemployed for varied periods of time.

Because of the lifting and carrying of heavy objects, the Union has reported that many of its members suffer from strained backs and hernias and has asked that provisions be included in Union contracts declaring what the maximum

\(^\text{13}\) W. S. Woytinsky, _Seasonal Variations in Employment in the United States_, p. 87.
carrying load shall be.

Wages in this industry are generally low because of the nature of the work involved. This factor has a carry-over affect in the lives of the workers who cannot afford to expend enough of their wages to pay for all of the necessities of life, such as medical attention.

2. Origin and Status of the Welfare Department

Before the Welfare Department was given formal recognition on May 1, 1940 as a constitutional part of the Union, there had been in existence an Employment Committee, interested in securing better working conditions, and a Sick Benefit Committee, both functioning on a voluntary basis without any unified effort. With the establishment of a full time Welfare Department it was possible to coordinate these groups and add additional ones.

The responsibility for initiating, organizing and guiding the mobilization of the rank and file toward satisfaction of its welfare needs shall rest with the Welfare Department. 14

Involved in this statement of purpose is the responsibility given to the Welfare Director to protect the right of the membership under the Workmen's Compensation laws, to utilize existing social agencies, to organize campaigns for adequate low cost housing projects to prevent discrimination

14 Section three, Article D of the Wholesale and Warehouse Workers Union Constitution, Local Sixty-Five, adopted June 24, 1941.
in hiring.\textsuperscript{15}

Supervising the activities of the Department is a Welfare Board made up of officers of the Union. This Board, which includes the Director, can also designate special committees to assist the Director when necessary.\textsuperscript{16}

3. Personnel of the Department

The Director is a full time worker, and he has an assistant who acts as secretary to him and as a Welfare Worker.

a. Use of Volunteers

Since there were volunteer groups (Employment Committee and Sick Benefit Committee) active before the Welfare Department was established, the Director was able to set up what is known as the Service Committee to assist him in general welfare work. Five people volunteer to come in to work one night or possibly two nights a week to help interview workers desirous of help. The group is under direct supervision of the Director.

The Sick and Death Benefit Committee has six volunteers whose duty it is to investigate all applications for sick benefit made by the membership. This group is assigned work by the Director and they are instructed on the technique of interviewing, material to be secured, and the like.

\textsuperscript{15} Ibid., part a. and b.

\textsuperscript{16} Ibid., part c.
The Credit Union, which is part of the Welfare Department, is entirely operated by volunteers. It is the duty of the Director to supervise the work of the Credit Union, assign volunteers, and assist them in their work.

b. Training of the Personnel

The Welfare Director was formerly a worker in the industry, who was elected to the position of Vice-President of the Union. He received instructions about the function of a Welfare Department from Mr. Oscar Ward, the Director of the Furriers Joint Council. He is a member of the Permanent Trade Union Welfare Committee referred to in Chapter Two.

The assistant to the Director was also a worker in the industry. Both people feel that welfare workers should have the ability to understand people and the ability to use the available community resources. It is not the duty of the Department to carry on case work or to keep progress records. Social work is an allied aspect of the Welfare Department's work, and the Director is of the opinion that as such, both groups can work together.

4. Services of the Department

The duties of the Welfare Department are prescribed in the main, by the Constitution. The Director is expected to protect the worker on the job and off of the job. His work in regards to health is directed toward "...the protection of the health of the membership, for the alleviation of suffering
of stricken members, and for the members' general welfare."15

The Worker on the Job

Bulletins have been issued to the various shop stewards asking them to acquaint new workers with their job and see to it that the employer gives them a fair trial and also to report any instance of discriminatory activity. When a Union contract is to be signed with an employer the Director will ask that a provision be included for sick leave with pay for at least a period of two weeks. For workers who have been inducted into the armed services, the Director has asked that a Conscription clause be added to the contract which assures the former worker that he has a right to return to his former job.

Union Hiring Hall

A union hiring hall provides a free employment service to workers on a democratic basis. Each worker registers in the Hall when he is unemployed, receives a number, waits until it appears on the rotating board and he is assigned to a job. In this manner there is no favoritism shown. The Union is able to provide workers with work according to the number they have on the board. Three thousand seven hundred and forty-two people secured work in this manner from May 1, 1940 to April 31, 1941. It is the duty of the Welfare Director to check on

15 Union Constitution, op. cit., Section Three, Article D., part b.
the people who are given jobs because experience has shown that some members go to a job, stay a short while, return to the hiring hall only to repeat the process. It is the opinion of the Director "that something must be wrong when that happens." This worker will be interviewed and an attempt will be made to determine what the cause for the change of jobs may be. The writer was able to study several records which indicated that the Director was able to help some workers who were changing because of dissatisfaction with the work or because of personal difficulties not related to the work.

**Strikes**

Although the Union has pledged not to strike for the duration of the war, the Welfare Department has the responsibility of caring for the welfare of strikers. Soup kitchens will be established. If the strike is a protracted one, the Department will attempt to refer the worker for relief to the proper social agency. Picketing assignments will also be planned so that the more necessary strikers will be able to do more work and thus allow the worker who is in financial need to secure a temporary job.

**Health Activities**

The Union has been unable, because of the cost involved, to set up a medical plan of its own. It contracted with the International Workers Order, a fraternal organization, to allow union members to participate in their medical plan at
the cost of twenty-three cents a month for individuals and thirty-five cents a month for families, including parents and children up to the age of eighteen, which provides for a medical doctor's services in all of the boroughs of New York City. This plan was adopted in September, 1942. The plan provides for special services at reduced rates as well as the service of a doctor. Seventy doctors and fifty specialists are available under this plan.

The Welfare Department points out that "...the health problem can only be solved through a Government supported health program."16 With this approach to the problem, the Department has been active in campaigning for support of any legislation that would create better health facilities for the people.

The Sick Benefit Fund, which is maintained by deducting five per cent of the regular monthly dues, provides that a member who has been sick for a period of three weeks or more is entitled to a sum of ten dollars a week for ten weeks. Before any benefits are given the Sick and Benefit Committee will first ascertain the need. If a member is delinquent in his dues and the Department feels that there is good cause for it, the member will receive the benefits.

16 Article in the New Voices, Union Newspaper, September 15, 1941, p. 4.
TABLE VI.
SICK BENEFITS

<table>
<thead>
<tr>
<th>Period</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>May 1, 1939 to April 31, 1940</td>
<td>$2,320</td>
</tr>
<tr>
<td>May 1, 1940 to April 31, 1941</td>
<td>$3,700</td>
</tr>
<tr>
<td>May 1, 1941 to April 31, 1942</td>
<td>$7,870</td>
</tr>
<tr>
<td>Total</td>
<td>$13,890</td>
</tr>
</tbody>
</table>

The rise in payments has been attributed to the fact that the membership has become more acquainted with the program since the Welfare Department began to publicize the benefits and the eligibility requirements. "The need here is for still greater publicity and generally improved efficiency in the handling of sick benefit claims." 17

The Service Committee

This committee performs the social service work of the Union. The Director interviews workers during the day and in the evening he supervises the volunteers who help in the office from one to two nights a week. "We encourage rank and file efforts in our Union." 18 The attitude of the Director in regards to workers who come to the office is to find out

18 Interview with Mr. Kenneth Sherbell, Welfare Director.
why they are in need of help. "Merely giving financial help or relief does not solve the real problem. We must try to understand the reason that has prompted the request."  

The Union is affiliated with the American Committee for the Protection of the Foreign Born and can call upon its representatives for assistance in citizenship and alien cases. The majority of the members in this Union are younger than those of the other Unions in this survey so the need for such assistance is not as great here.

Unlike the Furriers Joint Council, this Union does not need to place as many workers on the Unemployment Compensation rolls because of the short lay-off periods and the ability of unskilled workers to secure odd jobs until they resume their former jobs.

It has already been stated that workers are subject to back strains and hernia because of the weight lifting involved in the work. The Director will handle all cases which are brought to his attention and arrange to have the application for Workmen's Compensation filed. Recently a member told the Director about an injury his father had suffered while working but was unable to secure any compensation. This case was immediately looked into. The results were that the injured worker received a $4,000 cash settlement as well as a

19 Ibid.
fourteen dollar a week compensation for the rest of his life. This incident was publicized and used as a medium of interpretation to the membership.

Insurance adjustment and information concerning the type of insurance to buy at low cost is of concern to the Department. It has an arrangement with the Trade Union Insurance Agency whereby all members can be referred there without any cost.

Free legal advice is given two nights a week by a Union lawyer who works along with the Director in each instance. Follow-up work is done whenever necessary.

Prior to the use of the International Workers Order medical plan, the Department referred workers to social agencies or hospitals. There is still need, however, for the workers to seek assistance as the plan does not cover hospitalization, operations or specialized treatment. And above all, not every Union member is affiliated as yet.

Home Relief is a factor during the course of a strike, and the Director will make proper arrangements for strikers to apply for relief. The record of acceptance of applications has been extremely good.

There is no plan for raising funds to send children to

20 Voices, August 16, 1942, p. 5.

21 799 Broadway, New York City, New York.
camp during the summer. Instead, members apply for scholarships either through the Greater New York Fund or other interested agencies.

TABLE VII.

SERVICE COMMITTEE ACTIVITIES

<table>
<thead>
<tr>
<th>Service</th>
<th>May 1, 1940* to April 31, 1941</th>
<th>May 1, 1941 to April 31, 1942</th>
<th>May 1, 1942 to June 30, 1942</th>
</tr>
</thead>
<tbody>
<tr>
<td>Workmen's Compensation</td>
<td>181</td>
<td>142</td>
<td>8</td>
</tr>
<tr>
<td>Unemployment</td>
<td>58</td>
<td>10</td>
<td></td>
</tr>
<tr>
<td>Compensation</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Medical Aid</td>
<td>106</td>
<td>419</td>
<td>6</td>
</tr>
<tr>
<td>Legal Aid</td>
<td>51</td>
<td>108</td>
<td>7</td>
</tr>
<tr>
<td>Home Relief</td>
<td>56</td>
<td>101</td>
<td>13</td>
</tr>
<tr>
<td>Housing</td>
<td>59</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>Insurance</td>
<td>22</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>Hospitalization</td>
<td>11</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Citizenship</td>
<td>11</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Miscellaneous**</td>
<td>446</td>
<td>16</td>
<td></td>
</tr>
<tr>
<td>**</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>394</td>
<td>1366</td>
<td>75</td>
</tr>
</tbody>
</table>

* First year that Department was organized.

** A table will be presented of thirty-five such cases.
The writer was interested in learning what type of case the Department classed under the heading miscellaneous. Thirty-five such cases were chosen at random, the files being arranged in alphabetical order, regardless of date or problem. Each record had from two to five lines to describe the nature of the problem and the disposition made.

Originally, one worker came to the office for information concerning a policy of his that had lapsed. He was referred to the Trade Union Insurance Agency. After the first visit, he returned to the office on four different occasions, each time with a different problem, including one pertaining to a "hygiene" matter.

"Special Medical Attention" refers to such matters as specialists, glasses, dental care, follow-up on medical compensation case. This indicates how the Union member will bring his family problems to the Department.

A worker who had suffered an injury on his job was about to be inducted into the Army. He was concerned about filing a claim for compensation. Another member about to be inducted was worried about his girl friend. The writer does not know the outcome on this case.

Under the heading of "Family Problems" are many types of problems. A divorced husband was dissatisfied with the way his ex-wife was caring for his child and he was also concerned about the amount of alimony he was paying her. A girl,
TABLE VIII.
A STUDY OF THIRTY-FIVE "MISCELLANEOUS" CASES

<table>
<thead>
<tr>
<th>Problem</th>
<th>Cases</th>
</tr>
</thead>
<tbody>
<tr>
<td>Income Tax Information</td>
<td>6</td>
</tr>
<tr>
<td>Insurance Information</td>
<td>1</td>
</tr>
<tr>
<td>Parole From State Prison</td>
<td>1</td>
</tr>
<tr>
<td>Vocational Guidance</td>
<td>1</td>
</tr>
<tr>
<td>Special Medical Attention</td>
<td>6</td>
</tr>
<tr>
<td>Housing</td>
<td>1</td>
</tr>
<tr>
<td>Emergency Loan</td>
<td>3</td>
</tr>
<tr>
<td>Draft Problems</td>
<td>2</td>
</tr>
<tr>
<td>Family Problems</td>
<td>5</td>
</tr>
<tr>
<td>Citizenship</td>
<td>1</td>
</tr>
<tr>
<td>Unemployed</td>
<td>2</td>
</tr>
<tr>
<td>Background For Welfare Department</td>
<td>1</td>
</tr>
<tr>
<td>Work Problems</td>
<td>1</td>
</tr>
<tr>
<td>Occupational Questionnaire</td>
<td>1</td>
</tr>
<tr>
<td>Sex Problem</td>
<td>1</td>
</tr>
<tr>
<td>Back Dues</td>
<td>1</td>
</tr>
<tr>
<td>No Mention of Problem</td>
<td>1</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>35</strong></td>
</tr>
</tbody>
</table>
earning less than twenty-five dollars a week, wanting to bring her brother and sister to New York City so they could live with her. A wife of a union member claimed her husband was an inveterate drinker and she was planning to divorce him. Another union member wanted to have his alimony lowered.

One unemployed member was concerned about his rent. He had previously refused to go to a private social agency but finally accepted the suggestion. The other unemployed member inquired about his unemployment insurance and at the same time showed concern about his wife who was pregnant. The worker was referred to a pre-natal clinic, with arrangements for the appointment being made by the Director.

The "sex problem" pertained to a young family member of the Union who claimed she had been attacked in her place of work. She immediately came to the Union to tell what happened. The Director provided a police escort for her and had a doctor sent to her home.

According to the Constitution, a member is not entitled to Union benefits if he is delinquent in his dues for a period of four or more weeks. This member mentioned in the chart had a sum of nine dollars due and he refused to pay any of it, but insisted on a sick benefit. The Director attempted to interview the worker. He was obstinate, refused to talk or accept any suggestions of the Director.

Use of Private and Public Agencies

Another means of presenting the varied types of problems
which the Department comes in contact with is to show the agencies which the Department used. The Department notes the disposition made in each case and works closely with the agency whenever necessary.

**TABLE IX.**

REFERRALS MADE BY THE WELFARE DEPARTMENT FROM JANUARY 1, 1942 TO NOVEMBER 5, 1942

<table>
<thead>
<tr>
<th>Agency</th>
<th>Cases</th>
</tr>
</thead>
<tbody>
<tr>
<td>Trade Union Insurance Agency</td>
<td>10</td>
</tr>
<tr>
<td>American Committee for the Protection of Foreign Born</td>
<td>4</td>
</tr>
<tr>
<td>International Workers Order</td>
<td>4</td>
</tr>
<tr>
<td>Greater New York Fund</td>
<td>19</td>
</tr>
<tr>
<td>Community Service Society</td>
<td>5</td>
</tr>
<tr>
<td>Hebrew Free Loan Society</td>
<td>5</td>
</tr>
<tr>
<td>Catholic Charities of Brooklyn</td>
<td>1</td>
</tr>
<tr>
<td>United Tenants League</td>
<td>2</td>
</tr>
<tr>
<td>Department of Public Welfare</td>
<td>3</td>
</tr>
<tr>
<td>Children's Aid Society</td>
<td>1</td>
</tr>
<tr>
<td>Brooklyn Bureau of Charities</td>
<td>8</td>
</tr>
<tr>
<td>National Refugee Service</td>
<td>1</td>
</tr>
<tr>
<td>Jewish Board of Guardians</td>
<td>1</td>
</tr>
<tr>
<td>American Red Cross, Brooklyn Chapter</td>
<td>1</td>
</tr>
<tr>
<td>United Automobile Workers of America</td>
<td>1</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>66</strong></td>
</tr>
</tbody>
</table>
Credit Union

This is the only Union in the survey that has a Credit Union. It was started in June, 1940 and now has a total of 1446 members with a working capital of $11,805.* All of the work has been done by volunteers who come in to work on their free evenings and on Saturday afternoon. The Director claims that these volunteers have been receiving an experience which will be of value to them as they are meeting people, learning how to handle money, and helping others. The writer talked with one of these volunteers and was surprised at the show of enthusiasm and the constant reference made that the Credit Union is a "Rank and File affair" like everything else in the Union. All of the books, statements, and publicity material were gladly shown to the writer.

The Credit Union is used by the Welfare Department on occasions to give loans to members, providing they show good cause and are willing to become members of it. The Welfare Department is conducting a continuous campaign to win new members.

5. Interpretation of Activities to the Membership

The outstanding thing about the Department is the stress placed on rank and file participation in its activities. This automatically has its affects on the membership. They

* As of November 5, 1942.
begin to go to the Welfare Department with their problems and those of their family, as has been shown.

Adjacent to the Welfare Department is a large bulletin board which features some activity of the Department. The bulletin board is of modern design and is attractively presented.

The Voices, Union newspaper, features from time to time some story about the Department, replete with pictures to enliven it.

It is possible to see at this point how the activities of the Welfare Department will vary from Union to Union, according to its prestige, type of membership, and the industry itself. This Union is a young one, only five years old. Its members are for the most part young, and the trade is unskilled. All of which may make the Union more active in its endeavors.

Emphasis is placed on health, family care and good working conditions. The Department is empowered to guard the safety of the worker on the job and in the community, according to the Constitution. It makes use of all possible resources as the last table indicates. The membership has been able to express a need for such a department if it has become a regular part of the Union.
ASSOCIATED MUSICIANS OF NEW YORK, LOCAL 802
Affiliated with the A. F. of L.

The Associated Musicians of New York, with a membership of 21,014* is the largest Union in the survey. Local 802 takes its membership from all of the five boroughs of New York City into one large Union.

1. Problems of the Industry

Here is one field where there is no guarantee of work security over any period of time. It is an individualized field, subject to many uncertainties.

It is not an unusual phenomenon to see a group of musicians hired by a night club and within a few days or possibly weeks, see the night club close because the owner has gone bankrupt. Stern competition and large overhead expenses usually are the cause for many inns, cafes, and night clubs closing down.

It is to be remembered that the advent of talking pictures has dispensed with the need of employing orchestras in the theatre. Vaudeville, once the employer of thousands of musicians, is no more. The "live" musician faces the competition from the mechanical voice or the "canned musician" which can play anywhere and displace the live artist.

* As of September, 1942.
Whereas, widespread unemployment exists amongst the musicians in our country, resulting in increasing hardship and misery to thousands of our fellow members, and whereas, one of the most potent producing causes of widespread unemployment is the rapid and increasing introduction of mechanical and canned music, which in many instances displaces the live musician from his former place of employment and in others denies him opportunity for employment where the same would otherwise prevail, and whereas, only a comparatively few musicians are employed in the making of records and transcriptions which thereafter are used by the recording companies and the radio stations for the displacement of much larger numbers of musicians from employment..." 22

There is no central hiring hall which the Union can offer to its membership as the Warehouse Workers are able to do simply because of the nature of the work. Therefore, the musicians resort to helping each other. The writer was able to watch as many as three thousand musicians stand around on the Exchange Floor of the Union on a Friday afternoon which is the time that jobs are given out by those who are fortunate to have openings. The writer was told that the Exchange Floor is actually the hiring hall.

In general, the employment situation is haphazard, and there are no assurances of steady employment unless the musician is under contract.

2. Origin and Status of the Welfare Department

Up to December, 1935, the Union had no formal Welfare

Department. Money was given out to individuals by officials without any systematized planning. There were no requirements or needs that had to be met. With a new group of officers coming into office toward the end of 1935 and with unemployment at a high figure, a "Relief and Organization Department" was established, ostensibly to care for the "needy" members of the Union. It is not a constitutional office. 23

3. Personnel of the Department.

The Relief and Organization Department has a Director and an Assistant Director who supervise three regular full-time Welfare Workers.

a. Use of Volunteers

The Union does not use any volunteer help.

b. Training of Personnel

Every full-time worker was formerly a member of the industry. The Director, Mr. Edward Horn, is a member of the Permanent Union Welfare Coordinating Committee. He delivered a paper at the One Day Trade Union Welfare Conference and he said the following about the purpose of Union Welfare Departments:

If groups outside and often unfriendly to organized labor can go in for total organization, why shouldn't we, who know the true meaning of the word, give our unions and their services complete unity of purpose, security in work, protection of health, stability

23 Interview with Welfare Director.
of home and economics, and comfort and strength in adversity. 24

The Director is of the opinion that musicians are "emotional" people who have to be understood before any work can be attempted with them. In other words, the Director believes that musicians should deal with musicians. The Department will cooperate with any social agency and has done so. Each visit is recorded in brief fashion, with a note for disposition.

4. Services of the Department

Actually there are three separate divisions which make up the total Department. To clarify this arrangement the writer will deal with each division separately and then sum up the total effort.

Relief and Organization

How do these two titles go together? It has been stated that the employment situation is uncertain and constantly in a state of flux, partly because of the "canned" musician, partly because of competition among employers. Due to this state of affairs, a large number of musicians are in need of assistance, some for short periods, some for long term periods. It is the theory of the Union that cash relief should be given out, but every able bodied person should do some work for it. One such means is by building the organization

by picketing places of business that are unfair to organized labor, either where the place is actually on strike or where the "canned" musician is displacing a live worker. From June 23, 1941 to June 29, 1942, the Union picketed a total of one hundred and thirty-three places of business. Thirty-nine settled with the Union; twenty-three closed down their business; seventy-one establishments were still being picketed.

"Some men on the picket lines were accustomed to earning $300 and $400 a week and were reluctant to picket. These people are trained to get rid of any feelings of shame or disgrace they may have about picketing." The picket is being paid for this work; he is in need of it; and the Department feels it is important for him to help himself and the Union.

For those members who are physically unable to picket, other types of work are assigned. "Radio Service" has approximately six hundred people checking radio programs to tabulate the amount of time a live band will play, to check the number of recorded programs, and other remote control matters. This job nets the Union treasury thousands of dollars that ordinarily would not be realized if this close check was not in effect. At the same time the Union is paying the needy member for performing this service.

25 Interview with Mr. Edward Horn, Director.
Newspaper clippers are interested in filing every notice appearing in a trade paper or regular newspaper regarding orchestras or bands that are going to open up for some period of time and play at a commercial establishment. This is another means of determining whether the business agent has been notified and the proper amount paid to the Union and whether Union working conditions are in effect.

Clerical workers are used to help around the offices of the Union, which are numerous, as could be expected for an organization having a membership of approximately 22,000.

Lastly, several people are used by the Social Service Department to make home visits to sick members.

For all these services performed the unemployed or needy worker is entitled to the pay one dollar and a quarter an hour with a maximum work week of four hours, or a total of five dollars a week. There are, in addition, many members who, because of age or illness, cannot work, or there may be families of deceased members who are in need of some money. For this purpose the Union will give a direct donation to the person or family involved.
TABLE X.
CASH DISBURSEMENTS OF THE DEPARTMENT
FROM JUNE 23, 1941 TO JUNE 29, 1942 a.

<table>
<thead>
<tr>
<th>Nature of Relief</th>
<th>Number Aided</th>
<th>Amount Spent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Work Assignments</td>
<td>60,239</td>
<td>$338,864.00</td>
</tr>
<tr>
<td>Direct Donations</td>
<td>35,977</td>
<td>$106,386.00</td>
</tr>
<tr>
<td>Total</td>
<td>95,216</td>
<td>$445,250.00</td>
</tr>
</tbody>
</table>

a. Source: Local 802 Official Journal

During this period there was an average of 1,858 people on the relief rolls.

How does the Union secure this fund? In 1936 the general membership voted to assess themselves a total of three per cent on their weekly earnings for the specific purpose of helping the needy members of the Union. It is easy to realize how large the income would be from this source since the Union has a large membership with many members earning large sums of money weekly, such as the bands that play on regular commercial broadcasts. Another source of money is that from the remote control radio programs which pay the Union a stated sum of money for each program played on the air. In the Union itself, there is an agreement among the offices having budgets that, whenever there is a surplus at
the end of the year, the Relief Department will receive it.

Social Service Division

There are two full time workers in this division who are directly responsible for handling Unemployment Compensation and Workmen's Compensation cases, visiting the homes of sick members every three months, distributing furniture and clothing, referring workers to private and public social agencies.

Assisting these regular workers are ten part-time Union members who are on the relief rolls. This group will make the periodic visits to the sick members and then report back to the workers the results of their visit. If there is need for follow-up care, the regular worker will attend to it.

Medical Department

Prior to October, 1940, the Union had no medical plan for its membership. At that time a contract was signed with the Manhattan General Hospital for a period of one year where it would be possible for all members on relief from the Union and their families, including children up to eighteen, to be entitled to complete medical care at the cost of $30,000 to the Union. This service includes home visits as well as hospital visits, clinical care, surgical care, hospitalization, pre-natal and post-natal care, free prescriptions up to seventy-five cents. Excluded in the plan are dental care, optical care, chronic and pulmonary cases.

Before a member can participate in the plan, he must
have belonged to the Union for at least five years; he must
not have violated any rules of the Union; he must not be
earning over a minimum established by the Union.

Those members who cannot qualify the Medical Director
will refer to a friendly doctor, a clinic, or a social service
agency. If it is deemed absolutely necessary, the Director
may allow such a person to participate in the plan.26

The plan has been approved by the general membership,
and the contract with the Hospital has been renewed for two
more years, until August of 1943. Included in the new con-
tract is a provision allowing families of members now in the
armed services, but formerly on the relief rolls, to continue
to use the plan.

Tables eleven and twelve show the work of the Social
Service Division and of the Medical Department.

26 Interview with Mr. Joseph Stack, Medical Director.
TABLE XI.
REPORT OF SOCIAL SERVICE DIVISION

<table>
<thead>
<tr>
<th>Service</th>
<th>January 1, 1941 to June 30, 1941</th>
<th>December 29, 1941 to June 29, 1942</th>
</tr>
</thead>
<tbody>
<tr>
<td>Home Relief</td>
<td>512</td>
<td>367</td>
</tr>
<tr>
<td>Old Age Assistance Increase Secured</td>
<td>62</td>
<td>194</td>
</tr>
<tr>
<td>U. S. Veterans Admin.</td>
<td>122</td>
<td></td>
</tr>
<tr>
<td>Home Visits</td>
<td>3,008</td>
<td>1,440</td>
</tr>
<tr>
<td>Hospital Visits</td>
<td></td>
<td>156</td>
</tr>
<tr>
<td>Unemployment Compensation</td>
<td>104</td>
<td></td>
</tr>
<tr>
<td>Convalescent Home</td>
<td></td>
<td>11</td>
</tr>
<tr>
<td>Total</td>
<td>3,835</td>
<td>2,168</td>
</tr>
</tbody>
</table>

The Union was instrumental in securing a special grant of a six dollar increase in Old Age Assistance payments for aged musicians who wished to pursue their old interests. This money is used to maintain the instruments in good condition.27

There has been difficulty in securing Unemployment Compensation because of the inability of many musicians to declare who their employers were. It seems that some band leaders do not claim to be employers, while others do.

27 Department of Public Welfare, Old Age Assistance Manual, New York City.
### TABLE XII.
SERVICES UNDER MEDICAL PLAN

<table>
<thead>
<tr>
<th>Service</th>
<th>October, 1940 to August, 1941</th>
<th>October, 1941 to September, 1942</th>
</tr>
</thead>
<tbody>
<tr>
<td>Home Visits</td>
<td>994</td>
<td>903</td>
</tr>
<tr>
<td>Office Visits</td>
<td>3,927</td>
<td>3,914</td>
</tr>
<tr>
<td>Diagnostic</td>
<td>672</td>
<td>1,724</td>
</tr>
<tr>
<td>Laboratory Tests</td>
<td>687</td>
<td>1,586</td>
</tr>
<tr>
<td>X-Rays</td>
<td>222</td>
<td>338</td>
</tr>
<tr>
<td>Prescriptions</td>
<td>4,310</td>
<td>3,723</td>
</tr>
<tr>
<td>Hospitalization (Days)</td>
<td>1,394</td>
<td>1,351</td>
</tr>
<tr>
<td>Physiotherapy Treatments</td>
<td>814</td>
<td>668</td>
</tr>
</tbody>
</table>

5. Interpretation of Activities to the Membership

The membership is very much aware of the services of the Relief and Organization Department, as the figures indicate. The establishment of a regular department made it possible for every member to make known his need. Unemployment is so widespread that the Union member has to turn to someone for help over short periods of time.

The Secretary of the Union issues a periodical report of the activities of every department in the Union and actually invites members to visit the Relief and Organization
Department. Feature articles are also printed in the monthly magazine of the Union, Local 802 Official Journal.

This is the only Union in the survey to use the title of Social Service on its office door.

The Musicians Union is a craft union and is composed of professional musicians. It carries with it the old-line idea of caring for its own membership, as was shown in Chapter Two, and differs in that respect from the industrial union which is made up of all workers in one industry, regardless of the skill involved.

Because of its size and the varied incomes of the membership, this Union is in a position to undertake such a complete and comprehensive medical plan. This eliminates, in a way, the need to use existing social agencies. The same principle applies to unemployment. It seems that the Union places emphasis on direct contact with a Union member since that is the technique in the home visits made to sick members.

Referrals made to social agencies are not recorded for statistical purposes. The Department prides itself on its achievements and maintains that the majority of the members have their needs met within the confines of the Union.
CHEFS, COOKS, AND ASSISTANTS UNION
LOCAL EIGHTY-NINE
Affiliated with the A. F. of L.

Local Eighty-Nine has 3,500 members and is the smallest Union in the survey. Its membership is drawn from all the boroughs of New York City into one central union; and although it is affiliated with the A. F. of L., it is an industrial Union in character since it includes several skills pertaining to the culinary department instead of one special skill.

1. Problems of the Industry

The members generally accept several positions during the course of the year. This is due to many factors, principally, wages and the short existence of eating places. The ventures which start off "on a shoestring" usually force workers to lose their jobs and sometimes their pay because of involved partnership deals arranged by the owners.28

Sanitary conditions are important to the health of the worker. The Union is very much concerned about this and will attempt to better conditions wherever it is necessary. Night clubs and cafes attempt to save space by making the kitchen smaller than the other facilities, thus causing a crowded atmosphere.

There is a slack season during the summer months, but

28 Interview with Mr. Lawrence DuBartell, Welfare Director.
the membership is able to accept summer work in the country resorts.

2. Origin and Status of the Welfare Department

The Department was established in December, 1938, as an emergency measure to help the unemployed members secure relief. This office functioned until 1940 when it was shut down. Shortly afterwards, the officials of the Union were kept busy tending to the many needs expressed by the membership. At a regular membership meeting, the workers asked for the re-establishment of the Department in April of 1940. This was done, and the Department has been regularized since then, with the Director serving in the capacity of Educational Director, also.

3. Personnel of the Department

Mr. Lawrence DuBartell, formerly a supervisor in the New York City Department of Public Welfare, is the Welfare Director. He has a secretary acting as an assistant.

a. Use of Volunteers

A committee, elected by the membership, serves as the Sick and Visiting Committee. The duties of the Committee are to visit sick members at least once a week and to report any needs of the members. The Director supervises the activities of the group.

b. Training of the Personnel

The Director formerly was a supervisor in the Department
of Public Welfare for the City of New York. He is the only trained social worker in the survey and to the writer's knowledge the only Director to be chosen outside of the ranks of the Union membership. Concerning his work he has said, "...requests for help which reach the Welfare Department are on the whole quite commonplace. Their causes spring from the basic insecurities and emotional dislocations which are part of our society."29 Being a social worker by profession, Mr. DuBartell has offered several suggestions to help facilitate the work of the public and private agencies in connection with the Welfare Departments. He believes that appointments should not be held up too long; agencies should know about seasonal industries and thus be able to plan ahead for increases in relief loads; investigations should be more humane and understandable to the applicant and less like an inquisition.

Mr. DuBartell's assistant was taken from the ranks of the membership.

4. Services of the Department

A topical heading will be given for the various services performed by the Department. It is to be remembered that this Union is small in comparison with the others in the survey, so the number of cases will naturally be smaller.

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Citizenship

Many members are foreign born. Some entered the country illegally. These members were faced with many problems when the Alien Registration Act and other related measures were put into effect. This service now is one of the major duties of the Department. Regular blanks are kept by the Director to record all changes of address which must be recorded with the Federal Bureau of Investigation. The Director has to sign character affidavits regularly for these people. He also appears in court with all applicants for citizenship papers.

The Enemy Alien classification has had its effects on the membership. Assisting the Director in all of these activities is the American Committee for the Protection of the Foreign Born through which all legal questions are handled.

Some members fear the ordeal of securing citizenship papers and it is necessary for the Director to give them continued assurance that the Union will be with them all the time. In the words of the Director on this phase of his work, "...much has to be done to overcome the fear of acquiring citizenship."

Unemployment Insurance

The Director will arrange all the formalities for filing applications and will personally represent the worker before

* See Appendix.
the Board if necessary or send a Union lawyer. There are irregularities in filing these claims due to the involved arrangements that night club and cafe owners have when they open a business.

**Sick Benefits**

From June 1, 1941 to June 1, 1942, the Union attempted to provide sick members with an eight dollar a week benefit for a period to last ten weeks, the money for this expenditure being realized from an annual ball with each member paying a dollar assessment fee for the ticket. The relief that was given was not based on actual need, but was given indiscriminately. Since this plan was abandoned, the original visiting committee has continued to be active. By this method the Union knows if the sick member is in need of anything. The Union undertakes to place sick workers in convalescent homes if the Director recommends it. Members in need of medical attention are referred to medical agencies, with the Director arranging the appointments and supplying the necessary identifying material.

**Family Welfare Work**

Since the Director is aware of the various public and private agencies, he is able to refer workers with a minimum of delay. Despite his background, the Director does not

*Interview with Welfare Director.*
undertake to do any case work. When the worker is ready to accept a referral, the Director will give a letter of reference to the agency even though he has talked with the social agency worker beforehand. This is an added security to the Union member, the Director feels. Follow-up action is taken on every referral. Disposition is noted in the record. The record* contains the problem and its disposition, and a chronological study is kept on a separate filing card to keep the Director up-to-date. Referrals made to private agencies are not recorded because the membership is not interested in this material.

Death Benefits

The Union carries a group insurance policy for its membership. In the event of death, the beneficiary will receive seven hundred and fifty dollars, providing the member has been in good standing for a year prior to his death. Where the member has not been in good standing, the Welfare Director conducts an investigation and makes recommendations for the Union to undertake to pay funeral expenses. This is only a moral obligation on the part of the Union; nevertheless, the Director is empowered to make the investigation.

War Activities

During the depression years, the industry became the

* See appendix.
"dumping ground" for unskilled workers who became dishwashers and potwashers. Consequently, now, when there are available better paying jobs in other industries where the war effort would be strengthened, the Director worked out a scheme whereby he interviews members of the Union to determine their talents and interests with the idea of referring them to a training school or directly to a job. Arrangements have also been made with the National Maritime Union, The United Automobile Workers Union, the United Electrical, Radio, and Machine Workers Union, to train Union members. One hundred and twenty-five workers have been placed through this method.

When the Occupational Questionnaires were sent out, the Department notified the membership that the office was ready to help file them. From August, 1941 to August 1942, seven hundred and twenty-five such requests were made, indicating that one-fifth of the membership needed advice.

5. Interpretation of Activities to the Membership

The Director, serving in two capacities, as Educational Director and as Welfare Director, is able to appear directly before the membership at meetings and tell them about current legislation that will affect them. He is also able to explain the function of his Department.

There is a close tie between the Department and the membership because the Department was put into effect by the vote of the Union. This would indicate that they have an under-
standing of the Department.

What has been presented indicates that a smaller union can have a Welfare Department function on a full time basis. There are needs which have to be met, regardless of the size of the Union. In this particular Union, there is a large alien population, and the Department was able to adapt itself to meet the needs which have arisen since the onset of war.

With a person in charge of the Department who is aware of the community resources, much can be done to help the Union member without assessing the members. The medical plan is proof of that point.

An active union such as this one gives the Director an opportunity to directly participate in the total function and thus familiarize the Department to the Union members.
# TABLE XIII.

**ACTIVITIES OF THE WELFARE DEPARTMENT FROM AUGUST 1, 1941 TO AUGUST 1, 1942**

<table>
<thead>
<tr>
<th>Service</th>
<th>Cases</th>
</tr>
</thead>
<tbody>
<tr>
<td>Workmen's Compensation</td>
<td>130</td>
</tr>
<tr>
<td>Old Age Assistance</td>
<td>11</td>
</tr>
<tr>
<td>Social Security Pension and Survivor's Insurance</td>
<td>6</td>
</tr>
<tr>
<td>Unemployment Insurance</td>
<td></td>
</tr>
<tr>
<td>Claims</td>
<td>103</td>
</tr>
<tr>
<td>Referee Cases*</td>
<td>23</td>
</tr>
<tr>
<td>Irregularities</td>
<td>41</td>
</tr>
<tr>
<td>Home Relief</td>
<td>72</td>
</tr>
<tr>
<td>Board of Child Welfare</td>
<td>3</td>
</tr>
<tr>
<td>Camps</td>
<td>8</td>
</tr>
<tr>
<td>Convalescent Homes</td>
<td>7</td>
</tr>
<tr>
<td>Sick Benefit Applications*</td>
<td>373</td>
</tr>
<tr>
<td>Requests for Letters of Recommendation***</td>
<td>88</td>
</tr>
<tr>
<td>Citizenship Cases</td>
<td></td>
</tr>
<tr>
<td>First, Second and Final Papers</td>
<td>92</td>
</tr>
<tr>
<td>Certificates of Lawful Entry</td>
<td>11</td>
</tr>
<tr>
<td>Enemy Alien Traveling Permits</td>
<td>42</td>
</tr>
<tr>
<td>Alien Information Requests</td>
<td>79</td>
</tr>
<tr>
<td>Draft Questionnaires</td>
<td></td>
</tr>
<tr>
<td>Regular</td>
<td>325</td>
</tr>
<tr>
<td>Occupational</td>
<td>310</td>
</tr>
<tr>
<td>Alien</td>
<td>130</td>
</tr>
<tr>
<td>Defense Courses</td>
<td>9</td>
</tr>
<tr>
<td>Referral to Defense Industry</td>
<td>125</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>1988</strong></td>
</tr>
</tbody>
</table>

* Cases contested by Unemployment Insurance Board.
  ** No longer in effect.
  *** For aliens.
HOTEL AND CLUB EMPLOYEES UNION
LOCAL SIX
Affiliated with the A. F. of L.

Local Six is organized on an industrial basis, similar to Local Eighty-Nine, which has just been discussed. Within the past three years, its membership has risen from 10,000 to 16,000* because of the policy of organizing on an industrial basis. The largest section of the group is drawn from Manhattan, where the majority of the hotels and clubs are served by the membership.

1. Problems of the Industry

The workers in this industry are unskilled and generally low paid. This fact affects the health of the membership since: "Hundreds of our members have been and are constantly ill due to the peculiarity of the industry. They need medical care and cannot afford it."^ Housemen and chambermaids are affected by the stimulants which they come in contact with during the course of their work, and they suffer from dermatitis.

During the summer months, when there is a slack period in the industry, many of the workers secure work in the re-

* As of November 5, 1942.

30 Annual Report of the Welfare Director to the Executive Board of the Union, October, 1941, p. 3.

31 Interview with Miss Eva Cohen, Welfare Director
sorts. However, there is no assurance that they will receive their former jobs back again.

Waiters and bus-boys are paid regular wages in addition to receiving tips or gratuities from paying guests. There is no guarantee as to the amount of tips that will be received; therefore, the waiter and the bus-boy cannot plan in advance for any definite pay envelope. This arrangement also affects the standard or base pay which the employer gives his worker since the tip will compensate for a lower wage.

Hotel workers must keep up their appearance because they are constantly working with guests. Thus clothes are an added expense.

2. Origin and status of the Welfare Department

The Welfare Department was established as a "necessary" office in October, 1939, without being given any status in the Union constitution. It was set up "for the purpose of extending the existing benefits to its members and assisting them with the many and varied problems that confront them from day to day."\(^32\) Originally the office was intended to help unemployed workers secure employment and also to help direct activities to better the standards of the Home Relief Department, an outgrowth of the activities of the Union related to the demand of unemployment insurance legislation in the early Thirties.

3. Personnel of the Department

This Union has a full time Director who handles the business of the Department. She is assisted in her secretarial work by office workers from other departments of the Union.

a. Use of Volunteers

Three separate Committees, functioning on a volunteer basis, are supervised by the Department. They are the Sick and Visiting Committee, the Camp Committee, and the Draftee Committee.

b. Training of Personnel

The Director was chosen from the ranks of the membership for this position. Since she has been in office, she has participated in many City undertakings concerned with child welfare. Regarding social work, the Director has established good relationships with many private agencies and feels that the trade union movement should make more use of the community resources.

4. Services of the Department

Topical headings will be used to indicate the work of the Department. In discussing this Department, it must be remembered that although this is a large Union, the Director has no constitutional status and is limited in her work because she does not have any definitely assigned clerical help.
**Home Relief**

From October 1, 1940 to October 1, 1941, the Director assisted one hundred and ninety-three unemployed Union members in securing Home Relief. As each person applied, the Director would take the history, discuss the problem, and then contact an intake worker of the Home Relief Office, provide the information, and arrange for an appointment.

**Family Welfare Services**

When the Department was established, the workers thought that the Director would become a regular social worker. She would be a "Union Sister" who could handle the problems of the membership. When they realized that she had to make referrals to already existing agencies, they did not readily accept the suggestions. Up to this time the Director has to give the worker proper assurance that a referral is necessary before he will accept the suggestion. Exceptionally satisfactory relationships have been established with the Community Service Society of New York, Catholic Charities, Archidose of New York and the Greater New York Fund so that it is not too difficult to refer workers to the cooperating agencies.

As part of the wartime services, the Director is concerned with providing day care for working mothers whose husbands have gone off to the Army. The Department is affiliated with the Committee for the Care of Children in War
Time, an organization supported by many of the social agencies of the New York City Area.

The writer was not able to secure any specific material pertaining to the types of problems which are handled, but was told that there are the "usual type of family problems" which the Department is concerned with. Sixty-seven referrals were made to private social agencies for the year of 1940-41.

**Unemployment Insurance**

It has already been mentioned that waiters and bus-boys as well as housemen receive regular wages in addition to gratuities, causing complications in computing the actual amount earned by the worker when the unemployment insurance claims are filed. The employers have been accustomed to including only the actual wage as the total wage, while the New York State Law provides that tips shall be included in the actual wage earned. The Director personally cares for all such cases where there are irregularities or need to contest a claim before the Unemployment Compensation Board. Seven thousand one hundred and two dollars was collected by the Department from October, 1940 to October, 1941 on the contested claims before the Board.

**Health**

Having no medical plan, the Union is unable to directly meet the needs of the Worker. It is the duty of the Director to refer the worker to a resource where the need can be met.
Thirty-one members were given free hospital care during the period of October, 1940 to October, 1941 because of this knowledge of community resources by the Director. The Director believes that the health problem is one of the gravest confronting the Union, because of the large number of members who fail to care for their medical needs and do not come to the Welfare Department for assistance.

Camp Activities

A voluntary committee was established in 1941, in the spring, to study the possible resources which the Union might use to send children to camps for a period of two to three weeks during the summer. The Director met regularly with the small group and after working through the Greater New York Fund and several local trade unions it was able to send fifty-four children to camp. The Boys’ Athletic League of New York gave twenty free scholarships to the Union. Other scholarships were received from various sources for which the Union paid a dollar toward expenses. War conditions altered the activities of the committee; in 1942, however, thirty were sent away. For the first time two Negro children were included in the group. The reason was attributed to the efforts of other Unions interested in placing Negro children.

Sick Visiting Committee

The Director inserted a note in the Union Newspaper asking for volunteers to assist her in visiting the sick
members of the Union. The request received instant results and a visiting committee was formed, serving as a regular group to be headed by the Director. This group now is assigned people to visit. If a sick worker needs assistance, the visitor will report it to the Director, and the proper action will be taken.

**Legal Advice**

Free legal service is provided for the membership two afternoons a week with the Director arranging for the interviews with the legal representative. In addition to meeting the individual worker, the legal representative works along with the Department, preparing for the release of strikers who may be arrested during the course of a strike. Since the advent of the Alien Registration Law and related Laws, the Department and the legal representative are engaged in helping workers secure their citizenship papers and also in actually removing workers who are being held on Ellis Island until their status is clarified with the authorities. Twenty-four members were taken off of the Island by the Department from October 1, 1940 to October 1, 1941.

**Old Age Pensions and Old Age Security**

The Department cooperates with the Social Security Board and the City Welfare Department on all cooperative cases. The Director prepares the application forms and gathers other pertinent data before presenting a case to either Board.
This is one area where the Director has to interpret the function of the agencies to the workers to assure them that they are not receiving any charity.

**TABLE XIV.**

**ACTIVITIES OF THE WELFARE DEPARTMENT FROM OCTOBER 1, 1940 TO OCTOBER 1, 1941**

<table>
<thead>
<tr>
<th>Service</th>
<th>Cases</th>
</tr>
</thead>
<tbody>
<tr>
<td>Home Relief</td>
<td>193</td>
</tr>
<tr>
<td>Private Agency Referrals</td>
<td>67</td>
</tr>
<tr>
<td>Unemployment Insurance</td>
<td>260</td>
</tr>
<tr>
<td>Workmen's Compensation</td>
<td>214</td>
</tr>
<tr>
<td>Old Age Assistance</td>
<td>50</td>
</tr>
<tr>
<td>Old Age Pensions</td>
<td>34</td>
</tr>
<tr>
<td>Hospitalization*</td>
<td>31</td>
</tr>
<tr>
<td>Citizenship Papers, First and Second Papers</td>
<td>300</td>
</tr>
<tr>
<td>Aliens taken off of Ellis Island</td>
<td>24</td>
</tr>
<tr>
<td>Camp Placements</td>
<td>34</td>
</tr>
<tr>
<td>Sick Visits by Committee</td>
<td>75</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>1332</strong></td>
</tr>
</tbody>
</table>

* Free hospital care arranged for by the Director
5. Interpretation of Activities to the Membership

Perhaps it would be best to use the words of the Director in regards to interpretation of the activities of the Department to the membership. "The office is regarded as part of the Union with the Worker (Director) being looked upon as a Union sister or brother." The Worker or Director is considered as a regular Union member to whom any member who needs help can go and that is one reason why it is difficult at times to refer a member to a social agency since the member feels his Union sister can care for his needs.

The Department is given space in the Local Six News, Union Newspaper. It is directly related to the war activities of the Union through its Draftee Committee, which sends gifts and letters to the Union men in the service. The Camp Committee and the Sick Visiting Committee are rank and file activities which attract the attention of the general membership.

Thus, the Department has been able to interpret its function to the membership. In one year over 1,000 people were seen by the Department. It is limited in its endeavors because of lack of secretarial help, constitutional status, no medical plan; nonetheless, the membership is being served and the community resources are being used. The Department is a part of the Union when it associates itself in mass activity and family activity - the Camp Committee, Draftee Committee and Citizenship work. The Social Security cases, where money was recover-
ed for the workers, demonstrate an important aspect of Welfare Work in a Union of this type.
CHAPTER V
1. SUMMARY

The purpose of this survey has been to present the activities of the Welfare Departments of five Labor Unions in New York City. Chapter Two, devoted to a history of welfare activities, indicated that these activities were on a temporary basis and that aid was given intermittently, and that there was no tendency to unify or systematize them. Chapter Three, which surveyed the activities of the Welfare Departments of five Unions, shows that Unions cannot be considered purely as militant organizations interested solely in furthering the economic interests of its constituency, but rather as a continuous type of organization which purports to maintain or improve the conditions of its membership.

The Welfare Departments, functioning on a full time basis, with a regular Welfare Director in charge, are concerned with giving service to the membership to help them meet their daily problems. Each Union varies in the type of service given. This is due to the peculiar problems of the industry and the make-up of the membership. The Fur Workers Union, being faced with seasonal unemployment, handles hundreds of unemployment compensation cases, while the Chefs, Cooks, and Assistants Union, having a large foreign-speaking membership, is concerned mainly with citizenship problems. So we see that the Welfare Department will fit its services
to meet the problems of the membership.

The Union Welfare Department serves both the member and his family. Table number seven is devoted to the varied types of services offered to the membership of the Wholesale and Warehouse Workers. It indicates that as many as ten types of problems are brought to the Director. Table number eight is a study of thirty-five cases which came under the heading of "miscellaneous," according to the statistics of the Warehouse Workers. From this study, seventeen different situations were discovered, and many of these cases were of a domestic nature.

The response of the membership to the Departments has been on the whole rather large. At one time the Chefs, Cooks, and Assistants Union gave information and advice to one-fifth of the membership in regards to the Selective Service Rulings. The Fur Workers Union serves thousands of workers during the course of the year.

These Welfare Departments have become a regular part of the Union. The Wholesale and Warehouse Workers have made their Department a constitutional part of the Union. When the Chefs, Cooks, and Assistants Union dispensed with the Department for a short period of time, the membership voted its return.

A change of attitude on the part of the Unions toward charity and social work is indicated by the degree of coop-
eration shown by the five Unions in this survey. The Welfare Directors work directly with the Greater New York Fund. They have referred cases to private and public social agencies also, as the Tables have shown. This relationship with social agencies exemplifies a growing desire by the Unions to cooperate with existing social agencies.

The Welfare Directors are of the opinion that social work training is not necessary for Union Welfare Workers. It is their opinion that the rank-and-file worker can best understand the problems of the industry and thus serve the best interests of the membership.

The Relationship established between the Greater New York Fund and the Welfare Departments has many advantages to the Directors. They can use the Fund's Information Center to clear cases which have to be referred to social agencies. The Labor Advisory Board participates in policy-making meetings, and the Labor Advisor of the Fund has direct contact with the Directors all during the year. Despite this relationship the Fund has not been able to plan for more conferences on the order of the Trade Union Conference on Union Health and Welfare Work, or to have informal discussion groups such as were planned in 1940 and then discontinued after eight meetings were held.

Continuing with the relationship of the Welfare Departments with social agencies, it has been shown that the Fund
is the only group to have worked along with the Unions. The Fur Workers Union did have a "committee of five outstanding social workers" advise the Director about his duties during the early weeks of the Department's existence, but there has not been a concerted move on the part of social agencies to associate themselves with the Departments in some manner, either advisory or educational.

There is no unified set of rules or regulations for the Directors to adhere to in scheduling their work. This condition is due, in part, to the failure of the Unions to provide for constitutional status for the Departments. One Union, the Wholesale and Warehouse Workers, having such recognition, has been able to function along broad lines with effective results.

Each Union has shown a definite need for some type of medical plan. The Musicians' Union, having a contract with the Manhattan General Hospital, does provide at least 2,000 of its members and their families with medical care, still leaving several thousand members without such benefits who could use them but are not eligible to do so. The other Unions have no medical plan to meet the health needs of their membership.

Volunteers are used by the Wholesale and Warehouse Workers, the Fur Workers and the Hotel and Club Employees Union. The response has been gratifying and indicates greater
possibilities for the volunteers.

All of the Welfare Departments are supported and maintained by the local Union offices. There is no subsidy granted either by the parent body of the A. F. of L. or the C. I. O. The Musicians' Union, having a large membership, and including many high salaried members, has been able to raise thousands of dollars annually by applying a three per cent tax on the weekly salary of the individual member. The total amassed in this manner goes to the unemployed worker in the form of work relief.

The Welfare Departments are relatively new. There is no common basis for their establishment; no exact limitations or functions have been decided upon. It is a field which will require more study and observation by both social work and organized labor. Before any interpretation or cooperative ventures are planned, there must be an understanding of the role being played by organized labor from a historical and contemporary point of view, and the same is true for the field of social work. In the words of Miss Grace Marcus there must be "...a mutual curiosity that will help us overcome the traditional separation and misunderstanding so that each may look towards the other for strength, and work together, because unity is needed if a strong single cause is to succeed."

2. RECOMMENDATIONS

1. That Unions having Welfare Departments be given constitutional status and that the Directors have the authority to expand their office when necessary.

2. That the cooperation established between the Greater New York Fund and the Welfare Directors in respect to planning for the annual Fund Drives be extended to joint planning in regards to the policies to be adopted by the Welfare Departments.

3. That the Welfare Directors conduct a survey of available medical resources in the City of New York to formulate some plan whereby the Union Membership may have more medical facilities available at a reasonable cost for those who can pay and may have more free facilities for those who are unable to pay.

4. That the Executive Boards of the A. F. of L. and the C. I. O. give recognition to the Welfare Departments, and that the research divisions of the national bodies conduct surveys to evaluate the needs for establishing Welfare Departments on a more representative basis and also to publish for public consumption the constructive aspects of the Welfare Departments.
5. That the Welfare Directors undertake through the Greater New York Fund to organize more regular conferences between social workers and Welfare Directors.

6. In order to develop more understanding between social work and organized labor, the following recommendations are made:

   a. As the Welfare Work of the Unions increases and develops it may be possible to have Welfare Directors speak before classes of social work students and to plan for field work placements in the more advanced Unions. And Unions might be induced at some later date to have their volunteers attend informal discussion classes at schools of social work.

   b. Schools of social work and Unions in several of the larger cities should meet to discuss resources and points of collaboration.

   c. Key Welfare Workers should be represented on planning boards of social agencies and community funds and that these Union Welfare Directors be chosen not for their prestige but for their interests in the field. And above all that these people be given the opportunity to directly participate in joint undertakings.
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"Medical and Hospital Plan," 17:4-7, November, 1942.


August 16, 1942, p. 5.
Schedule

Name of Union

Membership

Problems of Industry

Personnel of the Department
  a. Use of Volunteers
  b. Training of Personnel

What are the services of the Department?

How does the Department interpret its activities to the membership?
Case Record
CHEFS, COOKS, PASTRY COOKS & ASSISTANTS UNION, Local 89

UNION DEPARTMENT - INFORMATION SHEET

Date ____________________________

Type of Complaint: __________________________________________________________

Name ________________________________________________________________

Address ________________________________________________________________

Bk No ______ S.s. No. ______________ Case No ______

Shop ________________________________________________________________

Address ________________________________________________________________

Station ____________________________ Pages __________

Details ________________________________________________________________


Disposition ________________________________________________________________
Cover of Leaflet Issued by Fur Workers Union
At Your Service! That's the motto of the Service Committee. Here's where 65ers, Friends, and their families can bring their problems for friendly attention and expert guidance. Members injured on the job are particularly urged to report to the Committee at Union headquarters, to guarantee their full rights under the Compensation laws.

August 16, 1942