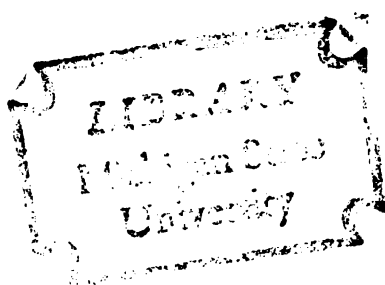






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AN HISTORICAL STUDY OF ORGANIZED LABOR'S PARTICIPATION  
IN COMMUNITY CRAFT AND COUNCIL ACTIVITIES  
IN LANSING, MICHIGAN

by

Duane W. Beck

A PROJECT REPORT

Submitted to the Department of Social Work  
Michigan State College  
in Partial Fulfillment of the  
Requirements for the Degree  
of  
MASTER OF SOCIAL WORK

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1955

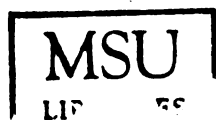
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5/26/1959

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I give my gratitude to my wife who labored over the manuscript with me. Without her inspiration and encouragement the study could not have been made.

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## Chapter I

### INTRODUCTION

This project undertakes to study the process of involvement of organized labor in the activities of the United Community Chest of Ingham County and the Community Services Council from the inception of the Chest in 1919 to the present day. It is an historical account of the development of trade union<sup>1</sup> participation with a special emphasis on the forces which brought labor and the Chest and Council into a cooperative effort in promoting and supporting community health, welfare, group work, and recreation services. This project does not presume to evaluate the program and operations of the Chest and Council along the historical dimension, but rather attempts to isolate some of the forces which were operative in bringing organized labor and the organized social welfare services into cooperative effort.

The idea for a study of this nature came as a result of the writer's many relationships established with members of trade unions during the 1955 Red Feather Fund Campaign during which time the writer served as a Chest

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<sup>1</sup>For the purposes of this paper, the terms "trade union" and "organized labor" are used synonymously.



staff assistant to the Chairman and Co-chairman of the Building Trades Section of the Labor and Industry Division. The elected officials of the trade union locals and central bodies gave freely of their time in the planning stages of the Red Feather Campaign as well as during the fund campaign itself. The extent to which organized labor participated in the campaign was substantial. Trade union representatives have stated that organized labor regards federated fund raising for health, welfare, group work, and recreation services as part of its community responsibility.

An examination of the records indicates that organized labor has not always taken this view. There was a time when the local trade unions refused to support the Community Chest and Council and suggested that its members not contribute to the campaigns. This attitude has changed. Since 1940 organized labor has played an active role in these community ventures.

The participation of organized labor in the Community Chest and Council does not end with the raising of funds. Labor's representatives serve on the boards of directors of the Community Chest, the Community Services Council, and the agencies which are members of the Community Chest. Organized labor's representatives also participate in the important budgeting process of the Community Chest and

serve on many committees which do the planning for community services.

Why did organized labor at one time refuse to participate in activities of the Community Chest and Council? What factors influenced the change in attitude of organized labor in this area of activity? What are the implications of labor's present attitude for the Community Chest, the Community Services Council, the member health, welfare, group work, and recreation agencies, and for labor unions as well?

No previous studies concerned with this project's area of interest were found. There are no guideposts to follow and no established criteria which can be used. In a sense, this study is a general exploration which may contribute toward learning more about community chests and councils and their relationships with organized labor by reconstructing the sequence of events which describe this development in Ingham County and by pointing toward some of the major influences which seem to have affected the process.



## Chapter II

### METHODOLOGY

A difficult task in making the study was to see events in their proper perspective. The records of the Community Chest and Council pointed out the events as they occurred. The interviews provided the background material surrounding the events. The observations and unstructured conversations identified current thinking about organized labor's involvement in these community activities. By combining the information obtained through these sources it was possible to place events in proper juxtaposition.

A discussion of the methods employed in making the study follows:

#### A. Interviews

The persons interviewed for the purpose of this study were selected because of their knowledge of specific eras of history of the Community Chest and Council and of local labor organization. The list of persons was compiled from the records of the Chest and Council, from suggestions made by the Chest<sup>1</sup> staff, and from the executive director of the Community Chest.

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<sup>1</sup>For the purposes of this study, the term "Chest" will mean the United Community Chest of Ingham County.

No schedule was used in the interviews because different information was sought from different persons. The time span<sup>1</sup> of the Lansing Chest operation, 1919 to 1955, was divided into four periods: 1919 to 1927, 1928 to 1940, 1941 to 1945, and 1946 to 1955. Most persons interviewed had knowledge of only one or two of these periods.

The number of interviews which could be made was limited by the time available for the study. The Chest labor<sup>2</sup> staff was helpful in indicating labor leaders who had been or were currently active in community services.

Each of the persons interviewed was informed of the purposes of the study. The interviews were conducted in the homes and offices of those interviewed and consumed from one-half to two hours each. Questions were specifically designed to elicit specific information from each. Sometimes Chest and Council records were used during the interview to stimulate the memory of the interviewee about certain events. The utmost cooperation was received

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<sup>1</sup>The Community Chest was founded in 1919; the Community Services Council began operation officially in 1927.

<sup>2</sup>Chest labor staff refers to the two members of organized labor, Mr. Oscar Wade from the C.I.O. and Mr. Thomas Borst from the A.F. of L., who are developing the Community Chest education and referral program for members of organized labor.

from each of the interviewees. A limitation which the writer faced was that some of the persons who were on the interview list were not available. There were several reasons: sickness, death, extended vacations, and residence in another community. In only one instance was there a refusal to be interviewed.

Helpful information came out of unstructured, casual conversations. The relationships established by the writer during his participation in the Red Feather Campaign facilitated communication of information not possible in formal interviewing. Because of these relationships it was possible to meet many labor members in local union halls and over coffee where real feelings came out in discussions. Much of the current thinking of members of organized labor was obtained in these gatherings.

#### B. Observations

The Community Chest labor staff arranged for the writer's attendance at meetings of union locals and central labor bodies. This experience provided valuable opportunities to learn more about organized labor and its objectives. Without this understanding it would not have been possible to write this paper.



### C. Documentary Material

The records containing minutes of board and committee meetings, letters and other documents of the Community Chest and Council, were made available and are a significant source of the data of this study. These records were read and pertinent material was extracted. Since the records of the early years were not complete, it was necessary to devote more time than anticipated to sorting out unclassified material in order to get a clear picture of the early years of Community Chest operation. The early records of the War Fund of World War I were missing. A fire on December 28, 1920<sup>1</sup>, destroyed the office of the Community Welfare Fund, Inc., as the Community Chest was then called, and with it all the records except those in the hands of Mr. Edwin O. Izant, Secretary of the Fund.

The later records were more complete. In some instances the discussion which occurred before action on a proposal was taken was recorded, and there was revealed, therefore, not only an end result but also some of the process at the time a decision was made.

The board minutes of several Chest member agencies were made available when it was necessary to obtain

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<sup>1</sup>From the Board of Directors Book of the Michigan Childrens Aid Society, Lansing, Michigan.

information about labor participation in the agencies.

The Joint Labor Participation Department of the Community Chests and Councils of America, Inc., sent along many pamphlets disclosing the extent of organized labor's participation on the national level and the function of the Joint Labor Participation Department. An opportunity to interview an American Federation of Labor staff member of that Department presented itself shortly after the framework of the study was developed. He was able to help only with the current activities at the national level.

The labor staff of the Community Chest had available much of the community service literature published by the A. F. of L. and the C. I. O. and were able to obtain those documents not in their possession but available from their respective organizations. This material disclosed the policy of the A. F. of L. through its National Community Relations Committee and the policy of the C. I. O. through its National Community Services Committee along with many recommendations to local unions about active participation in community services at the local level.

Events do not occur in a vacuum. To show process, the external forces exerting influence upon and shaping the process must be understood. In order to obtain this

insight, it was necessary to read much literature which did not pertain directly to the participation of organized labor in community services but which identified some of the factors which made such participation possible. The bibliography contains the specific works consulted. The areas which this literature covered were the history of organized labor, the growth and development of community chests and councils, organized labor as a social movement, the psychology of social movements, United States economic history, labor economics, the economics of the automobile industry, and industrial relations.

#### D. Limitations

There were several limitations which had to be faced in producing this study. The local C. I. O. unions were involved in preparations for negotiations with General Motors Corporation concerning a new contract. For these unions, contract negotiations are all absorbing, and it was not possible to arouse much interest on the part of these locals toward this study which to them meant little in comparison to the other events taking place.

In addition, many times information was found which could not be used. This happened especially in the casual, unstructured conversations had by this writer with various persons. There is no doubt that some of the material obtained in this way was true and pertinent, but the

informal manner in which this information was gathered precluded its use in the study.

Sometimes it was found that events happened in such a way that only the surface features could be observed. Fairly reasonable assumptions could usually be made concerning the underlying factors involved, but there was often enough of an element of doubt still existing as to make the use of such material questionable.



Chapter III  
HISTORY OF THE UNITED COMMUNITY CHEST OF INGHAM COUNTY  
AND THE COMMUNITY SERVICES COUNCIL

Lansing experienced its first attempt in joint fund raising in 1916 when the War Chest came into being. The end of World War I brought an end to the War Chest but not to the idea of joint fund campaigns. Mr. Earle W. Goodnow, one of the early leaders in the Lansing Community Welfare Fund, has said that joint fund raising eliminated the many appeals for money, cut down the number of requests made on industry for contributions, and increased the number of contributors. In his opinion, joint fund raising was a good idea and enjoyed industry's full support.<sup>1</sup>

In the summer of 1919, the matter of organizing a community chest or fund was suggested by Dr. E. W. Bishop and Mr. Ray Potter at a meeting of the Associated Charities.<sup>2</sup> Having discussed the idea with a number of leading citizens, Dr. Bishop called a meeting of those interested,

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<sup>1</sup>From an interview on February 23, 1955, with Mr. Earle W. Goodnow. Mr. Goodnow was the Lansing Community Welfare Fund Campaign Manager in 1926 and Fund President in 1929 and 1930. He was until his retirement Manager of the Atlas Drop Forge, Lansing, Michigan.

<sup>2</sup>Associated Charities was later called the Social Service Bureau and is now known as the Family Service Agency of Lansing, Michigan.

at the offices of the Chamber of Commerce, which was presided over by Mr. Potter. The Chairman was instructed to select a steering committee of five men. This was soon done<sup>1</sup> and, in addition, Mr. Edwin O. Izant was asked to serve as secretary.

This steering committee, having studied the matter carefully through the summer, on October 22, 1919, met at the Kerns Hotel and decided to organize the Community Welfare Fund of Lansing. Mr. Frank N. Arbaugh was elected temporary Executive Director. On October 24, Mr. Ray Potter was elected permanent Chairman and Mr. E. O. Izant, Secretary-Treasurer.<sup>2</sup>

The First fund campaign was held the same fall and the goal was set at \$90,000.00. Mr. Arthur Hurd was the first Campaign Chairman.<sup>3</sup> Under his direction, \$64,451.23 was raised from approximately three thousand contributors. The money was apportioned to the eleven agencies to cover their budget needs and to the Community Fund for the expenses of the campaign.<sup>4</sup>

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<sup>1</sup>The committee included Messrs. Ray Potter, Chairman, William K. Prudden, Frank N. Arbaugh, Clarence E. Bement, and Charles Nichols.

<sup>2</sup>A statement given by Mr. Donald E. Bates at the regular monthly meeting of the Ministerial Association held at the Plymouth Congregational Church on May 6, 1929. From the files of the United Community Chest of Ingham County.

<sup>3</sup>For list of Campaign Chairmen and Presidents see Appendix II.

<sup>4</sup>See Table I

TABLE 1

Participating Agencies and Amount  
of Money Received by Each from the  
First Community Welfare Fund Cam-  
paign of Lansing, Michigan, 1919.

Participating Agency	Amount of Money Received
TOTAL	\$55,066.78
Associated Charities	13,500.00
Boy Scouts	3,300.00
Ingham County T.B. Society	56.50
Michigan Children's Home	5,213.20
Palmer Shoe Fund	298.00
Playground Association	10.00
Salvation Army	1,500.00
Social Center	3,814.08
Volunteers of America	2,750.00
Y.M.C.A.	18,900.00
Y.W.C.A.	5,725.00

Source: ANNUAL REPORT 1920, Lansing Community  
Welfare Fund, p. 2.

The first campaign did not succeed in reaching its goal. A meeting was called by the Fund Trustees for September 27, 1920, to decide upon the desirability of continuing the Fund. Miss Sarah A. Brown, Executive of the Associated Charities, said her agency would like to see the Fund continue. The first drive had been a success, not a failure, in that the campaign brought about the cooperation and coordination of the community social agencies.<sup>1</sup>

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<sup>1</sup>Minutes of a meeting of the Central Committee of the Lansing Community Welfare Fund, September 27, 1920.

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The member societies voted to continue the Fund.

The 1920 goal was lowered to \$72,000.00, and Mr. Harry J. Schmidt from the Financial Service Bureau of the National Y.M.C.A. was hired to direct the campaign. The drive more than reached the goal. The sum of \$90,388.00 was pledged by 6,517 subscribers.<sup>1</sup>

The Fund Trustees continued the policy of hiring part time campaign directors until the summer of 1927 when the first full time director was hired.<sup>2</sup>

A council of Social Agencies, composed of representatives of member societies and of Fund Trustees, was activated in 1926. Monthly service reports were read and discussed and some social work planning was attempted. It was not an official Council, but it did permit the agencies to get together.<sup>3</sup>

Early in 1927, each of the three sections of the Council--"the Relief group, " "the Health group," and

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<sup>1</sup>For a complete list of campaign goals, amounts pledged, and number of contributors, see Appendix I.

<sup>2</sup>Mr. Harry J. Smith directed the campaigns of 1920 through 1924, and Mr. Charles F. Coykendale directed the campaigns of 1925 and 1926.

<sup>3</sup>From an interview on February 21, 1955, with Miss Ruth Bowen, Director of the Childrens Division of the Michigan State Department of Social Welfare, formerly Director of the Social Service Bureau of Lansing, Michigan.

"the Character Building group"--recommended a study be made of the Community Welfare Fund and the welfare picture in Lansing with the hope that a full time director could be hired for the Fund. One of the reasons for wanting such a study was that "not enough money was being raised."<sup>1</sup> The community was growing and the Fund was depending upon the factories to carry the financial load. The agencies and the Fund Trustees felt a full time director would better be able to keep the fund raising organization together. It was a "natural" development.<sup>2</sup> "The Fund was growing so fast the Trustees decided a study was needed to insure the efficiency of the organization."<sup>3</sup>

In the spring of 1927, Professor Carter Taylor of the University of Chicago, came to Lansing and made the study. Twenty-nine recommendations were made, from which the following five are summarized:<sup>4</sup>

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<sup>1</sup>Ibid.

<sup>2</sup>From the interview with Mr. Earle W. Goodnow.

<sup>3</sup>From an interview on February 24, 1955, with Mr. Bruce E. Anderson, Manager of the Hotel Olds, Lansing, Michigan, formerly Fund Campaign Manager in 1924 and 1925 and Fund President in 1933.

<sup>4</sup>Carter Taylor. Social and Welfare Work in Lansing, Michigan, A Two Week Study. 1927.

1. A full time director of the Community Welfare Fund is needed.
2. The Board of Trustees should be reorganized.
3. The annual budget-making procedure should be changed.
4. Year around budgetary control is needed.
5. A functioning Council of Social Agencies is needed.

The hiring of a full time executive, Mr. Victor S. Woodward, was the first recommendation to be carried out.<sup>1</sup> The Board of Trustees was reorganized and enlarged, the budgeting procedure was changed, and a Council of Social Agencies was established with an annual budget of \$100.00.

The Fund Campaign of 1929 reached a high mark which was not surpassed until 1942. With Mr. Earle W. Goodnow as President and Mr. J. Edward Roe as Campaign Manager, \$204,025.00 was pledged. Mr. Goodnow stated in the Annual President's Report made on November 12, 1929, that one of the accomplishments during the year was "the establishment in a number of industries of the two-tenths of one per cent plan of wage deduction for the Community Welfare Fund." With the advent of payroll

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<sup>1</sup>For a complete list of Community Fund and Community Chest Directors, see Appendix III.

deduction the Fund entered into a new era of fund raising.

The depression of the 1930's reversed the trend of fund campaign success and struck the Lansing Community Welfare Fund a severe financial blow. The 1933 fund campaign pledges dropped to \$107,105.00, almost fifty per cent under the amount pledged in the 1929 campaign. Agencies' budgets were cut accordingly.

Efforts were made to strengthen the Community Welfare Fund. The Board of Trustees was enlarged from nine to twelve members in 1933. "The idea of having twelve trustees is recommended so that three men may be selected from the ranks of factory and other laborers. Provision for including on the Trustees a representative of one company union has come to us from the management of one of our large industries, as well as from the company union."<sup>1</sup> However, the persons who were added to the Board at that time did not come from labor's leaders or from the ranks of labor.

The American City Bureau, a professional fund raising organization, was engaged by the Campaign Committee in 1934.<sup>2</sup>

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<sup>1</sup>Notice of a Meeting of the Presidents and Executives of the Member Agencies of the Lansing Community Welfare Fund, October 20, 1933.

<sup>2</sup>Minutes of a meeting of the Campaign Committee, Lansing Community Welfare Fund, July 30, 1934.



This move met with some success, and the Board retained the same firm in 1935.<sup>1</sup>

The Campaign Committee recommended to the Board of Trustees in June of 1936 "that the next campaign be held in November for the purpose of financing the Fund and its agencies for the seven month period between October 1, 1936, and April 30, 1937, and that the 1937-38 campaign be held not later than the first Thursday in April to raise funds for the twelve month period beginning May 1, 1937."<sup>2</sup> The professional fund raisers were not retained for this short campaign because the Trustees thought it could be handled by the Fund staff. This short term campaign was oversubscribed.

On January 1, 1938, a new executive, Mr. Joseph D. Gibbons, was hired by the Board. A new emphasis was placed on the Council of Social Agencies which was quickly reflected in its budget.<sup>3</sup>

During the summer of 1938, the Board of Trustees moved to enlarge the Board membership and nominate someone

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<sup>1</sup>Minutes of a meeting of the Campaign Committee, Lansing Community Welfare Fund, March 12, 1935.

<sup>2</sup>Minutes of a meeting of the Campaign Committee, Lansing, Community Welfare Fund, June 1, 1936.

<sup>3</sup>See Table 2

TABLE 2

Budget Request to and Allocations from  
Lansing Community Welfare Fund for Ing-  
ham County Council of Social Agencies,  
1937 to 1940.

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Budget Year	Amount Requested	Amount Allocated
1937-38	\$ 119.00	\$ 119.00
1938-39	1,360.00	1,025.00
1939-40	3,305.00	2,070.00

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Source: Budget recommendations of Division Bud-  
get Committee, 1938-39, and Minutes of Board of  
Trustees Meeting of the Lansing Community Welfare  
Fund, June 6, 1939.

"acceptable to all labor interests."<sup>1</sup> Letters were  
sent to the labor leaders of the community. Local #182,  
International Union United Automobile Workers of America,<sup>2</sup>  
indicated it did not wish to become involved in participation  
with the Community Welfare Fund.<sup>3</sup> The Lansing Federation

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<sup>1</sup>Minutes of a meeting of the Board of Trustees, Lansing  
Community Welfare Fund, June 2, 1938.

<sup>2</sup>Local #182 was a federal local organized by the  
A. F. of L. When the C. I. O. and A. F. of L. separated,  
Local #182 went with U. A. W. - C. I. O. When U. A. W. -  
C. I. O. was split by internal dissension, Local #182  
became an A. F. of L. affiliate again.

<sup>3</sup>Letter dated August 27, 1938, from Mr. Leo Feldspausch,  
Recording Secretary of Local #182, U. A. W., to Mr. Gordon  
S. Bygrave, President of the Board of Trustees of the  
Lansing Community Welfare Fund.

of Labor<sup>1</sup> responded favorably and submitted three names from which the Board appointed Frank Shaw to its membership. The remaining vacancy was left unfilled in the hope that a more favorable response would be forthcoming from the industrial unions.

In December of 1938, the Board of Trustees changed the name of the Community Welfare Fund to the Greater Lansing Community Chest, Incorporated, "due to the confusion which existed in the community because of the word 'welfare' incorporated in the name of the Community Welfare Fund."<sup>2</sup>

The fund campaign results of 1938 and 1939 were low. The local unions had stopped solicitations of hourly workers in the factories, which was a severe blow to the methods of fund solicitation used by the Chest. Also, Lansing, like the rest of the country, was in a period of economic depression. In 1939, there was a loss of \$6,000.00 to the Community Chest from the Reo Motor Car Company as it was uncertain whether or not that company would be continuing in business.<sup>3</sup>

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<sup>1</sup>Copy of a letter dated July 15, 1938, from Mr. John Reid, Secretary-Treasurer of the Michigan Federation of Labor, to Mr. M. J. Maynard, Chairman of the Nominating Committee of the Board of Trustees of the Lansing Community Welfare Fund.

<sup>2</sup>Minutes of a meeting of the Board of Trustees, Lansing Community Welfare Fund, December 8, 1938.

<sup>3</sup>Minutes of a meeting of the Board of Trustees, Greater Lansing Community Chest, May 22, 1939.

Early in 1940, Mr. M. F. Cotes, General Campaign Manager, 1939-40, made a report to the Board of Trustees on the interviews he was having with leaders of organized labor.<sup>1</sup> Intense negotiations between Mr. Cotes and the leaders of U. A. W.-C. I. O. locals continued from January into March and culminated in an agreement. Each local was given the right to appoint one man to the Chest Board of Trustees and in turn would endorse and actively support the annual fund campaigns.<sup>2</sup>

The Board of Trustees was enlarged in May of 1940 from fifteen to twenty-one members. The six vacancies created were filled with persons selected by the Ingham County Council of Social Welfare.<sup>3</sup> The Board of Trustees of the Chest was again enlarged in 1941, this time from twenty-one to twenty-four members.

War clouds from Europe were gathering on the horizon of the United States. The military induction system was in operation and many young men were being drafted into

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<sup>1</sup>Minutes of a meeting of the Board of Trustees, Greater Lansing Community Chest, January 22, 1940.

<sup>2</sup>Copy of a letter dated March 12, 1940, to Dean H. B. Dirks, President of the Board of Trustees of the Greater Lansing Community Chest, from Mr. M. F. Cotes, Campaign Chairman.

<sup>3</sup>Minutes of a joint meeting of the committees of the Community Chest and the Council of Social Welfare on Revision of the Chest and Council Constitution, May 8, 1940.

the Armed Forces. The United Service Organizations came into being in 1941 and asked to hold its first drive for funds in Ingham County. Mr. L. B. Jeffries, Executive Director of the Community Chest at that time was loaned to the U. S. O. at the request of its local Board of Directors.<sup>1</sup>

Many requests from war time agencies and appeals poured into the Community Chest. Two fund campaigns were scheduled and held in 1941 at the request of the Community Chests and Councils of America, Inc.; one campaign was for the regular members of the Chest, and the other for the war time agencies. Hope was expressed that a merger of the two appeals would occur shortly.<sup>2</sup>

Plans were made for the incorporation of pertinent agencies into a single war chest for Ingham County.<sup>3</sup> The proposal for such action was submitted to and endorsed by the Chest Board on March 10, 1942. On April 14, 1942, the Chest Board elected to become a member of the Ingham County War Fund. The Chest Board President, Mr. William

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<sup>1</sup>Minutes of a meeting of the Board of Trustees, Greater Lansing Community Chest, April 29, 1941.

<sup>2</sup>Minutes of the Annual Meeting of the Board of Trustees, Greater Lansing Community Chest, May 13, 1941.

<sup>3</sup>Minutes of a meeting of the Board of Trustees, Greater Lansing Community Chest, February 10, 1942.

Collinge, resigned and was elected to the presidency of the Ingham County War Fund Board of Directors.<sup>1</sup>

In 1942, the C. I. O. Committee for American and Allied Relief and the A. F. of L. United Nations Relief Committee, both of whom had been appointed by their organizations to campaign for funds, signed an agreement with the Community Chests and Councils of America, Inc., "to cooperate fully and inclusively with community and war chests when war appeals are included and when satisfactory local agreements are made."<sup>2</sup> This agreement was for only war time appeals, and it was to terminate when the necessity for war time appeals ended. The agreement brought a stabilizing influence to chest-labor relationships from the national level. When the need for war time appeals ended, a new chest-labor agreement was created. The Ingham County War Fund Board of Directors voted on December 11, 1942, to accept the national agreement with labor organizations.

A joint A. F. of L. and C. I. O. committee sponsored projects during World War II and received some funds from the War Chest.<sup>3</sup>

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<sup>1</sup>Minutes of a meeting of the Board of Trustees, Greater Lansing Community Chest, April 14, 1942.

<sup>2</sup>On the Alert, published by Community Chests and Councils, Inc., August 17, 1942.

<sup>3</sup>Report of Expenditures of the Ingham County War Fund, 1944.

An interim fund campaign was held in May of 1943 for the purpose of moving the annual dates of the fund drive from the spring to the fall of the year. The campaign goal was based on the amount of money needed by the agencies for seven months.<sup>1</sup>

A problem was created by this change of campaign dates in 1943 as it had been by the similar change of campaign dates which had occurred in 1936. It was difficult to determine whether the agencies were being paid for the month ahead or the month past. If the former were true, then there was a small surplus. If the latter were true, then there was a deficit in the Chest's finances. The latter was finally declared to be the true picture. Money was found to make up the deficit; but in order to avoid any future confusion of a similar nature, the Chest Board changed the Constitution and By-Laws to read "on a calendar year basis" instead of a "May to May basis," the change to be effective January 1, 1945.<sup>2</sup>

In 1945, several more changes were made in the Constitution, two of which are noted here: 1) One man

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<sup>1</sup>Minutes of a meeting of the Board of Trustees, Greater Lansing Community Chest, February 8, 1944.

<sup>2</sup>Minutes of a meeting of the Board of Trustees, Greater Lansing Community Chest, September 26, 1944.

shall not serve more than two consecutive three year terms as a member of the Board of Directors, and 2) the Budget Committee shall be enlarged to include all of the Board members plus six persons to be named by the Ingham County Council of Social Welfare.<sup>1</sup>

Another rather significant event occurred in 1945. The Red Feather was adopted as the official symbol of the Community Chest in Lansing as it was throughout the nation.<sup>2</sup> The term "Red Feather" has since become synonymous with Community Chest, and the two terms are used interchangeably.

The fund campaign for 1946 was the last one conducted with the National War Fund. The Ingham County War Fund was officially dissolved in 1947, and the surplus money was divided among the participating members.<sup>3</sup> The Greater Lansing Community Chest agreed to become responsible for the outstanding debts and pledges of the War Fund.

Additional evidence of the participation of organized labor became noticeable in the fund campaign organization of 1947 when the name of the Industry Division was changed

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<sup>1</sup>Minutes of a meeting of the Board of Trustees, Greater Lansing Community Chest, April 10, 1945.

<sup>2</sup>Minutes of a meeting of the Board of Trustees, Greater Lansing Community Chest, August 20, 1945.

<sup>3</sup>Report entitled, "Review of 1947 Greater Lansing Community Chest Board of Directors Action."



to Labor and Industry. Also, the earliest discussion found in the records concerning labor staff for the Community Chest appeared in a campaign committee meeting on August 1, 1946. The Committee referred the matter of labor staff to the Chest Executive and three of the labor leaders for further discussion.<sup>1</sup>

The year 1947 brought an increasing number of requests for funds from national appeal groups. The Chest Board Committee on National Appeals rejected all requests and "interested itself in the development of the United Health and Welfare Fund of Michigan."<sup>2</sup> Lansing worked with other cities in the state to solve the growing problem of multiple appeals. The situation in 1947 on the state level was similar to that of the local level in 1919 when the Community Welfare Fund was created.

The Community Chest added to its Central Services<sup>3</sup> in 1948. On March 8, an announcement of the establishment of the Central Information and Referral Service was made at a meeting of the Board of Directors. The purpose of

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<sup>1</sup>Minutes of a meeting of the 1947 Campaign Committee, Greater Lansing Community Chest, August 1, 1946.

<sup>2</sup>Report entitled, "Review of 1947 Greater Lansing Community Chest Board of Directors Action."

<sup>3</sup>Central Services are coordinating services financed and administered by the Community Chest for the purpose of facilitating agency services and program.

this new service was to provide a central office which would supply accurate information to persons seeking general agency information and which would make direct referrals to the agencies as necessary.

On April 1, 1948, the appointment of the present director of the Community Chest, Richard C. Hicks, became effective. Previous to this he had been the Executive Secretary of the Ingham County Council of Social Welfare.

Action to enlarge the Community Chest Board of Directors was again taken in December of 1948. The recommendation quoted below shows the Board was making a very conscious effort to secure broad community representation. "The recommendation of the Executive Committee is that the present Board should be enlarged by six members in order to permit wider representation from various groups in the community. It is felt the most efficient method to educate various individuals and groups . . . as to the needs of the Community Chest is by familiarity of its program and purpose. This can only be achieved through active participation on the Board of Directors."<sup>1</sup> The Board elected to increase its membership from twenty-four to thirty and specified the

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<sup>1</sup>Minutes of a meeting of the Board of Directors, Greater Lansing Community Chest, December 14, 1948.

six vacancies be filled with two persons from labor, two from industry, one from a profession, and one from business.

The results of an analysis of the membership of the Community Chest Board of Directors in March of 1949

Table 3  
Professional, Occupational, and Institutional  
Classifications of Board of Directors,  
Greater Lansing Community Chest  
March, 1949.

Classification of Membership	Number of Each
TOTAL	27
Organized Labor	6
Large Industry	3
Small Industry	2
Real Estate	2
Downtown Commercial	2
Housewives	2
Ministerial	2
Insurance Agents	1
Attorneys	1
Physicians	1
City Government	1
Utilities	1
Outlying Business	1
Publicity Media	1
Michigan State College	1

Source: Membership List of the Board of Directors,  
Greater Lansing Community Chest, March 8, 1949.

is shown in Table 3. The analysis was specifically made for the March 8, 1949, meeting of the Board of Directors in order to provide information for filling three existing vacancies. It indicates that the Board was making a serious effort to obtain the wide representation to which it had pledged itself in December, 1948.

By 1949, the United Health and Welfare Fund of Michigan<sup>1</sup> had been organized to work with the state and national organization in their appeals for funds in Michigan. Several meetings were held between the executive committees of the State United Health and Welfare Fund and the Greater Lansing Community Chest. In the summer of 1949, an agreement was reached to hold separate campaigns in 1949 and work for a merger of the Greater Lansing Community Chest and the United Health and Welfare Fund of Ingham County before the following fund campaign.<sup>2</sup>

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<sup>1</sup>A state wide organization to consider state and national appeals for funds and to conduct fund campaigns in counties not having fund raising organizations. Since its inception, its offices have been in Lansing, Michigan.

<sup>2</sup>Minutes of a joint meeting of the executive committees of the United Health and Welfare Fund of Michigan and the Greater Lansing Community Chest, July 7, 1949.

In 1950, central housing was secured for the Community Chest and some of its member agencies. The Chest Board investigated several sites and finally purchased from the Auto Owners Life Insurance Company the buildings now occupied at 601 and 615 North Capitol Avenue in Lansing.<sup>1</sup>

The merger of the Greater Lansing Community Chest and the Ingham County United Health and Welfare Fund took place in 1950 as scheduled. Approval for the merger by the Community Chest Board of Directors came in August,<sup>2</sup> and the first meeting of the organizers was held in September. The officers of the Greater Lansing Community Chest were appointed to hold office until officers for the new organization could be elected in 1951.<sup>3</sup> The new organization was named the United Community Chest of Ingham County, Inc.

The Ingham County Council of Social Welfare<sup>4</sup> was in a process of reorganization in 1950 and 1951. In February

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<sup>1</sup>Minutes of a meeting of the Board of Directors, Greater Lansing Community Chest, May 9, 1950.

<sup>2</sup>Minutes of a meeting of the Board of Directors, Greater Lansing Community Chest, August 8, 1950.

<sup>3</sup>Minutes of the first meeting of the Board of Directors, United Community Chest of Ingham County, September 5, 1950.

<sup>4</sup>The primary function of the Council is to coordinate the service functions of the social agencies and the social planning activities of the community and to provide leadership in the development of Lansing's social welfare services. It is not a corporate agency. The Executive Director of the Community Chest is administratively responsible for the Council.

of 1951, the Council Constitution was changed, giving it a board of directors and creating its three functional divisions: Health, Family and Child Care, and Recreation and Group Work.<sup>1</sup>

Another central service was created in March of 1951. The Volunteer Bureau was organized with the aid of the Lansing Junior League to coordinate agency requests for volunteers and the requests of individuals to give volunteer service. The Junior League financed and staffed the Bureau with volunteer leaders as an experimental project.<sup>2</sup>

The fund campaign for 1952, which included the Community Chest member agencies, the United Health and Welfare Fund, and a new appeal called the United Defense Fund which arose because of the fighting in Korea, raised more than half a million dollars. Although the amount pledged (\$536,111.00) was \$14,000.00 under the goal, it was \$95,000.00 more than the total pledged in the 1951 campaign.

In 1952, the Red Cross and the Community Chest reached an agreement to undertake a joint campaign.<sup>3</sup> Up until

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<sup>1</sup>From an interview on April 20, 1955, with Mr. Peretz Katz, Executive Secretary of the Community Services Council, Lansing, Michigan.

<sup>2</sup>Minutes of a meeting of the Board of Directors' Executive Committee, United Community Chest of Ingham County, March 8, 1951.

<sup>3</sup>Minutes of a meeting of the Board of Directors, United Community Chest of Ingham County, June 10, 1952.

this time, Red Cross had been one of the large national appeals which had resisted federated financing. The agreement caused a huge increase in the 1953 campaign goal. The larger goal was no deterrent, and the \$693,390.00 pledged exceeded the goal by \$60,000.00. This was an increase of \$157,000.00 over the 1952 fund drive.

Evidence of special education programs developed by organized labor and the Chest to reach union members could be seen in the first Come-See Tours<sup>1</sup> sponsored in 1950.<sup>2</sup> The Community Services Institute, held in the spring of 1952 for C. I. O. members, was co-sponsored by the Chest.<sup>3</sup> In February of 1953, a joint labor-management committee was appointed by the Board of Directors of the Community Chest at the request of the A. F. of L. The Federation "planned to familiarize their members with (Chest agencies') services(s) by various publicity media."<sup>4</sup>

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<sup>1</sup>Tours of social agencies arranged for members of organized labor in order that they might see social agencies in operation and have agency philosophy and purpose explained to them while in the agency setting.

<sup>2</sup>Minutes of a meeting of the Board of Directors, Greater Lansing Community Chest, June 14, 1949.

<sup>3</sup>Minutes of a meeting of the Board of Directors, United Community Chest of Ingham County, May 13, 1952.

<sup>4</sup>Minutes of a meeting of the Board of Directors, United Community Chest of Ingham County, February 10, 1953.

A three year plan to improve the budget process was inaugurated in 1953. The purpose of the plan was to involve more people in the budget operation by increasing the number of persons on the Budget Committee from thirty-six to over a hundred. The thinking behind the plan was much the same as in 1948-49 when the Board of Directors was enlarged: inform more people by getting more people to participate.<sup>1</sup>

In 1954, the Community Chest Staff was loaned to the Hospital Expansion Fund to conduct the Hospital Fund Campaign. An integral part of that campaign was the Hospital Survey, conducted under the sponsorship of the Ingham County Council of Social Welfare. The survey aided in making the fund raising campaign a success as well as in serving as a framework for securing citizen participation and opinion to guide expansion of hospital facilities and services.<sup>2</sup>

The Ingham County Council of Social Welfare changed its name to the Community Services Council in February

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<sup>1</sup>For a concise statement of the budget process, see Budgeting, a pamphlet published by the United Community Chest of Ingham County, (no date).

<sup>2</sup>Summary of a statement by the Executive Director of the United Community Chest of Ingham County at a meeting of the Board of Directors, Community Services Council, February 2, 1955.



of 1954.<sup>1</sup> The geographic area served by the Council had been enlarged to include parts of Clinton and Eaton counties as well as Ingham County. A new name which would not restrict the Council to Ingham County was needed. The fact that the word "welfare" in the old name created confusion with another agency in the community having a similar name also contributed to the need for a change of name.

In May of 1954, the Community Chest hired two representatives of organized labor, one from the C. I. O. and one from the A. F. of L., to serve on its staff.<sup>2</sup> One of their functions was to develop an educational program informing the members of organized labor about the services available through the social agencies in the community. Another function was direct referral of members of their labor organizations to appropriate agencies when the need for service arose.

The prospect for a successful campaign for 1955 was not bright. Unemployment was high and the huge hospital

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<sup>1</sup>Minutes of a meeting of the Board of Directors, Ingham County Council of Social Welfare, February 19, 1954.

<sup>2</sup>Minutes of a meeting of the Board of Directors, United Community Chest of Ingham County, May 11, 1954.

fund campaign had been held earlier in the year. Despite these difficulties, pledges for \$781,187.17 were received, making the 1955 drive the largest in the history of Lansing.

During and after the 1955 campaign, requests came from smaller communities as far as twenty-five miles away from Lansing, asking for a new plan of fund raising in which these smaller communities might participate. There are many problems to overcome in developing a metropolitan community chest, but it appears this is considered the next logical step in the growth of the United Community Chest of Ingham County.<sup>1</sup>

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<sup>1</sup>From an informal discussion with the staff of the United Community Chest of Ingham County.

## Chapter IV

### AN ANALYSIS OF THE PROCESS OF INVOLVEMENT OF ORGANIZED LABOR IN COMMUNITY CHEST AND COUNCIL ACTIVITIES

World War I made a profound impact on the social and economic life of the people in every community in the United States. The industrial production capacity of the nation was challenged by and found able to meet the demands created by modern warfare. High production brought economic prosperity which stimulated a greater domestic demand for products of industry.

The entry of the United States into the war in Europe created new demands on social agencies. The Red Cross, Y.M.C.A., Knights of Columbus, Jewish War Relief, Salvation Army, and other organizations increased their requests for funds to serve American soldiers at home and abroad.

War time prosperity, coupled with the emotional and patriotic appeals of these agencies, stimulated a great increase in giving. However, the rapidity with which the solicitations were made brought demands for improved coordination for the collection of charitable funds. The war chests which arose were the result of efforts to deal with the multiple appeals problems.

"The basic purpose of these war chests was to raise in one drive the sums needed to meet the quotas assigned to the city by the various war charities . . . . The war-chest organization also enabled these cities to deal with the headquarters of the various national war charities in a business-like way and to arrive at quotas that were adjusted to local fund-raising capacities."<sup>1</sup> Lansing was one of the first cities in the country to set up a war chest.<sup>2</sup> This was done in 1916.

World War I also affected organized labor. When the United States entered the war in 1917, the A. F. of L. pledged its full support and cooperation to the war effort of the federal government. A. F. of L. leaders were given responsible positions on war production and industrial peace committees. "An implicit bargain was made between organized workers and employers, with the aid and blessing of government. Business, favored by profitable orders and suspension of anti-trust laws,

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<sup>1</sup>Wayne McMillen. Community Organization for Social Welfare. Chicago: The University of Chicago Press, 1945, p. 416.

<sup>2</sup>A statement by Donald E. Bates at the regular monthly meeting of the Ministerial Association held at the Plymouth Congregational Church, Lansing, Michigan, May 6, 1929. From the Files of the United Community Chest of Ingham County.

wanted steady production. In order to secure work uninterrupted by disputes, it offered and made large concessions to labor. Union gains and prestige reached unprecedented heights. Nearly 2,000,000 new workers joined A. F. of L. unions from 1917 to 1920, almost doubling their total membership."<sup>1</sup>

Mr. Greer's use of the term "blessing of government" is a very important point to remember and indicates the significance of government's attitudes, from both sympathetic and unsympathetic administrations, on the growth of organized labor. The protection given organized labor by government during World War I was the first such intervention on behalf of labor. Two rather fundamental principles necessary to the growth of labor were established during the administrations of President Woodrow Wilson—that workers were free to organize and that workers were free to join unions of their own choice without interference by the employer.<sup>2</sup>

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<sup>1</sup>Thomas Greer. American Social Reform Movements. New York: Prentice-Hall, Inc., 1949, p. 123.

<sup>2</sup>Lloyd G. Reynolds. Labor Economics and Labor Relations. New York: Prentice-Hall, Inc., 1952, p. 95. For interesting reading on the influence of government on the growth of organized labor and on industrial relations, see pp. 81-302.

The termination of hostilities in 1918 brought an end to the temporary, harmonious war-time-created industrial relations in the United States. Consumer prices, which had soared during the war, kept on rising in 1919 and cut purchasing power. Organized labor resorted to strikes to raise wages but was met with strong opposition. Employers staged a determined drive to maintain the "open shop"<sup>1</sup> and thereby deprive labor of one of its powerful weapons. Many strikes were lost because government withdrew its protection of labor at the end of the war.

A "Red scare" swept the country in 1919-1921. The Industrial Workers of the World, a labor organization which had acquired great public disfavor because of its tactics and professed purpose, was made the target of government prosecution for alleged illegal and un-American activities. All of organized labor was placed in a category with the I. W. W., and organized labor took on a disreputable cloak in the eyes of the public. Labor

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<sup>1</sup>The shop in which there is no discrimination in hiring between union and non-union members and in which workers, after hiring, remain free to join or remain outside the union.



leaders and organizers were frequently referred to as "radicals," "agitators," "gangsters," "thugs," and other less complimentary names.<sup>1</sup> With public opinion against unions, employers made use of the "Yellow-Dog"<sup>2</sup> contract. Industrial relations were bitter and court injunctions were issued against many trade unions.

These background conditions are significant and important to understand because it was in such an atmosphere that the Lansing Community Welfare Fund was organized. The demands of national war time agencies had ceased, but federated financing had become an answer to the problem of fund solicitation for charitable institutions.<sup>3</sup>

"Donors are usually credited with having started community chests. In fact, the statement has often

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<sup>1</sup>From an interview on April 6, 1955, with Mr. Thomas Borst, A. F. of L. labor staff member of the United Community Chest of Ingham County and former Business Agent of A. F. of L. Painters' Local #485. See also Thomas Greer. op. cit. pp. 123-124.

<sup>2</sup>"Yellow-Dog" was the name applied by labor unions to the agreement in which the worker pledged as a condition of employment not to join a labor union.

<sup>3</sup>See Chapter II for a history of the organization of the Community Welfare Fund of Lansing.



been made that chests began as a 'big givers' protective movement.' "1

-An examination of the backgrounds of the persons who were the Welfare Fund's first officers, first Board of Trustees, and first Campaign Committee showed that they were persons of high positions in banking, business, commerce, and industry. Mr. Earle W. Goodnow said that when he started to become active in the Fund after it was organized, most of the top men came from manufacturing firms and most of the money was coming from the same source.<sup>2</sup>

The statement that the Chest was a "big givers' protective movement" is not accurate. One of the objectives of the Fund was to broaden the base of contributors in keeping with the generally accepted principle that all persons in the community have a responsibility to support the social services needed by the persons residing in that community. The writer found no evidence that this policy was developed to reduce contributions from "big givers". The Board of the Fund represented the community power structure of that time. Labor was not

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<sup>1</sup>Wayne McMillen. op.cit., p. 417.

<sup>2</sup>From the interview with Mr. Earle W. Goodnow.

a power in the community and was not represented.

Organized labor did not participate in the Community Fund, and apparently some resistance was met when workers were solicited. Mr. Harry J. Schmidt,<sup>1</sup> Campaign Director in 1923, made a suggestion to Mr. Bruce E. Anderson, General Campaign Chairman of 1923, after the close of the campaign in the fall of that year.

Because the Chamber of Commerce is made up almost entirely of employers, there is a great danger of overlooking the fact that there are real and influential leaders among the workers themselves. In order to corral this leadership a very determined effort should be made to enlist their cooperation in advance of the Campaign. Presentations should be made at Labor Union meetings and other Labor gatherings, as well as before Lodges and Societies made up almost entirely of working men. This type of cooperation requires a different type man than is represented in the great majority of recent Executive

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<sup>1</sup>Mr. Harry J. Schmidt was a member of the Financial Bureau of the National Y. M. C. A. and came to Lansing each fall to direct the Fund Campaign. The information concerning Mr. Schmidt came from an interview with Mr. Bruce E. Anderson, Manager of the Olds Hotel, on February 24, 1955. Mr. Anderson talked about the relationship of Mr. R. E. Olds and Mr. R. H. Scott with the Y. M. C. A. and Mr. Olds's relationship with Mr. John R. Mott, an internationally known Y. M. C. A. figure. It was through these relationships that Lansing was able to use the experienced fund raising staff of the National Y. M. C. A.

Mr. Schmidt's request to involve labor leaders was discussed in the same interview with Mr. Anderson. Mr. Anderson said that the craft unions had been asked to

Committees and will require careful study and tactful handling, but it ought and should be done in order to get a more active<sup>1</sup> participation on the part of the working people.

The reference in Mr. Schmidt's letter to secure organized labor's participation in the Community Welfare Fund was the first and only such reference found in the records until 1933 when Mr. Bruce E. Anderson was President of the Fund. A study of the records revealed nothing to indicate that any steps were taken by the Board of Trustees to stimulate the active participation of labor.

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participate in the Fund, but the attitudes of some persons from the unions and from the Board of Trustees made participation impossible. A review of the records does not indicate that anything was done to obtain labor's participation until 1933. This inconsistency may be due to there being nothing in the records about the earlier attempts or to a misunderstanding of the dates about which the discussion revolved.

The reference to the Chamber of Commerce in Mr. Schmidt's letter was also discussed with Mr. Anderson. He said he knew of no connection between the Fund and the Chamber although many of the meetings of the Fund Board and campaign committees were held in the Chamber's offices.

<sup>1</sup>in excerpt from a copy of a letter from Mr. Harry J. Schmidt to Mr. Bruce E. Anderson dated October 24, 1923.

Mr. Goodnow<sup>1</sup> was also asked if an attempt had been made to secure labor's participation in the Fund. He said there was no attempt to involve labor in fund raising or in planning of services. He expressed an attitude which seemed to be representative of the attitude generally held by management toward organized labor after World War I--that management could get things done without organized labor.

The lack of participation of organized labor in the Community Welfare Fund in the 1920's was substantiated by an examination and identification of the people whose names appeared in the annual reports, on campaign stationery, in records of meetings, and in correspondence in the Community Chest files. Industrial executives, business men, merchants, bankers, professional men, and wives of influential citizens made up the membership on the boards and committees. The Welfare Fund was the idea of these persons, and their control is apparent in these years.

There were factors which kept organized labor from seeking to participate. The depressions in 1919 and again in 1921 created difficulties for labor unions.

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<sup>1</sup>From the interview with Mr. Earle W. Goodnow.

Economic depressions have usually resulted in a drop in union membership. The strongly organized craft unions of the A. F. of L. in Lansing, however, were able to continue although some members did drop out.<sup>1</sup>

TABLE 4

Dates of Initial Troughs, Peaks, and  
Terminal Troughs of Business Cycles  
in the United States, April, 1919,  
to May, 1938

Initial Troughs	Peaks	Terminal Troughs
April, 1919	January, 1920	September, 1921
September, 1921	May, 1923	July, 1924
July, 1924	October, 1926	December, 1927
December, 1927	June, 1929	March, 1933
March, 1933	May, 1937	May, 1938

Source: Adapted from a Table of Business Cycles, Wesley C. Mitchell. What Happens During Business Cycles, Cambridge: Riverside Press, 1951, P. 11.<sup>2</sup>

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<sup>1</sup>From an interview with Mr. Andrew Virtue, Business Agent of the Bricklayers Local No. 31, on April 14, 1955.

<sup>2</sup>Business cycles are a type of fluctuation found in the aggregate economic activity of nations that organize their work mainly in business and industry. A cycle consists of expansion occurring at about the same time in many economic activities, followed by similar general recessions, contractions, and revivals which merge into an expansion phase of the next cycle. This sequence of changes are recurrent but not periodic. In duration business cycles vary from more than one to ten or twelve years; they are not divisible into shorter cycles of similar character. A. F. Burns and W. C. Mitchell. Measuring Business Cycles. National Bureau of Economic Research, Inc., 1946, p. 3.

Mechanization in industry was destroying skilled jobs and increasing the number of unskilled workers.<sup>1</sup> This meant that the A. F. of L. had fewer craftsmen to organize and would have to intensify its efforts towards the organization of industrial workers if it were to continue to grow. In this objective the A. F. of L. was not successful. The inability of A. F. of L. to organize industrial groups led to a serious breach of unity in organized labor which has not yet been successfully closed.

Lansing industry was and still is tied quite closely to the automobile industry. Organization of industrial workers occurred first in the large cities and spread slowly into smaller communities, usually with much conflict. "It is possible . . . that in the smaller communities employers have greater control over the political life of the community, the media of information, the agencies of law enforcement, and so on."<sup>2</sup> This may have been another reason for the slowness with which organized labor developed in Lansing.

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<sup>1</sup>Thomas Greer. op. cit., p. 131.

<sup>2</sup>Lloyd Reynolds. op. cit., p. 73.



Organized labor in Lansing in the 1920's was not a powerful force in the community. The number of persons it represented was very small. Those industrial workers who were members of unions belonged to company unions. Joining a company union in some plants was a condition of employment.<sup>1</sup>

It was not surprising to see that the request of Mr. Harry J. Schmidt to include labor leaders in the fund campaign organization met with little positive response. Public opinion was unsympathetic to organized labor. Management either did not recognize labor or held anti-labor attitudes. Organized labor was not strong, and labor leaders were looked upon as radicals and misfits in society.

The fund raising methods of the Community Welfare Fund remained relatively unchanged until 1929 when the Fund introduced the practice of payroll deduction in some of the factories.<sup>2</sup> Management<sup>3</sup> was responsible

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<sup>1</sup>From an interview on April 1, 1955, with Mr. John Reid, State Commissioner of Labor and formerly President of the Lansing Federation of Labor and of the Michigan Federation of Labor.

<sup>2</sup>Annual President's Report. Community Welfare Fund, Lansing, Michigan, November 12, 1929.

<sup>3</sup>From the interview with Mr. Earle W. Goodnow.



for solicitation in the factories and developed the two-tenths of one per cent plan. As far as could be determined, the workers were not consulted before the plan was introduced. Mr. Earle W. Goodnow, President of the Fund when wage deduction was developed, explained in an interview how the plan worked and some of the values of it. Each worker was asked to sign a "hire card"<sup>1</sup> which permitted the company to deduct the two-tenths of one per cent from his pay each week for the Community Welfare Fund. The deductions continued until his employment with the company was terminated without resolicitation of the employee. Mr. Goodnow insisted that no pressure was used to get the man to sign. The idea of contribution to the Fund was sold to each person. A provision was made in the plan to stop the deduction if the weekly wage dropped below fifteen dollars. Mr. Goodnow stated that percentage giving was more equitable than asking each person to contribute a stated sum.<sup>2</sup>

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<sup>1</sup>A card on which were listed company practices to which the prospective employee must agree before being hired.

<sup>2</sup>From the interview with Mr. Earle W. Goodnow.



Payroll deduction<sup>1</sup> is widely used in factory and business firms to solicit funds from employees at the present time. In informal interviews and conversations with members of organized labor, it was learned that the payroll deduction is referred to as a "check-off," implying that it is compulsory rather than voluntary. However, the individual is now solicited each year and is given the opportunity to make a decision about whether or not to make a pledge to the Community Chest.<sup>2</sup>

There was hostility expressed toward payroll deduction shortly after its introduction, but such opposition was disregarded. Mr. F. M. McBroom, Executive Director of the Fund in 1930, in discussing the acceptance of payroll deduction said,

So far as we have been able to learn the executive group in our industries thoroughly approves of this plan of wage deduction. The superintendents and foremen also are heartily in favor of it. There are some objections to

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<sup>1</sup>Wage deduction and payroll deduction are used to mean the same thing. Wage deduction is the older term and is no longer used. When either term is used in this paper, it is to mean payroll deduction for contributions to the Community Welfare Fund or its predecessors in federated financing.

<sup>2</sup>Although the individual is given the opportunity to make a decision about his contribution, he may not be free to make the decision he would like to make. Plant solicitation of workers is usually done by management or by a combination of labor and management. Various subtle pressures toward giving are at work on the individual worker which are not always evident.

be sure on the part of a few of the workers. They are the group, for the most part, that object to any new ideas, and in our<sup>1</sup> opinion these objections will disappear shortly."

Apparently there was enough question about payroll deduction throughout the State of Michigan to stimulate the legislature to pass a law to control it:

Michigan Penal Code, Act 328, Public Acts of 1931. Sec. 353. Contributions by laborers to charitable purposes and deductions from wages.

Any employer of labor, who by himself, his agent, clerk or servant, shall require any employee or person seeking employment, as a condition of such employment or continuance therein, to make and enter into any contract, oral or written, whereby such employee or applicant for employment shall agree to contribute directly or indirectly to any fund for charitable, social or beneficial purpose or purposes, shall be guilty of a misdemeanor.

One of the questions asked in the interview with Mr. John Reid pertained to Section 353 of the State Penal Code. Mr. Reid said the law could not be applied where a man voluntarily signed the "hire card." Some employers did make the signing of "hire cards" a condition of employment, and a man could not get a job without signing. When questioned about the legality of this kind of action, Mr. Reid countered by asking how it

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<sup>1</sup>An excerpt from a copy of a letter from Mr. F. M. McBroom, Community Welfare Fund Director, to Mrs. H. E. Hastings, Jr., Secretary of the Greater Muskegon Community Chest, Muskegon, Michigan, dated January 20, 1930.

could be proved that the reason stated by an employer for refusing to hire an individual, which always pertained to something other than willingness to sign the "hire card," was not the true reason.

The year 1933 was a significant year for the development of the Community Welfare Fund, the development of organized labor, and the development of the whole country. A new administration took over the reins of the federal government--an administration friendly to organized labor. The National Industrial Recovery Act of 1933 guaranteed workers the right to organize into unions of their own choosing. This act stimulated organization of new workers in all industries.

A. F. of L. immediately started to accept members into its trade unions. Federal locals<sup>1</sup> were established to speed up the organization process. Local #132, which is still the bargaining agent at Motor Wheel Corporation, was originally established as a federal union to organize the industrial workers in Lansing.<sup>2</sup> Employers attempted

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<sup>1</sup>A. F. of L. is a federation of many national unions (teamsters, carpenters, bricklayers, plumbers, plasterers, etc.) Federal locals were those unions attached directly to A. F. of L. Headquarters rather than to a national union.

<sup>2</sup>From an interview on April 4, 1955, with Mr. Oscar Wade, C. I. O. labor staff of the United Community Chest of Ingham County, and former President of Fisher Body Local No. 602, U. A. W. - C. I. O.

to counteract this new outgrowth by promoting company unions and making certain concessions, hoping the men would not want to join independent unions. Fisher Body<sup>1</sup> and Motor Wheel Corporation<sup>2</sup> each had a company union; and, according to Mr. Oscar Wade, these firms succeeded in keeping out independent unions for a short time.

The Community Welfare Fund announced its intent to enlarge its Board of Trustees about this same time in a notice to the presidents and executives of member agencies of a meeting to be held on October 30, 1933. Three additional seats were added to the Board of Trustees so that representatives of organized labor could be appointed. Management requested that a representative from a company union be placed on the Board.<sup>3</sup>

Management appeared to want labor representation, or rather representation of company unions, on the Board of Trustees. This request appears to have been a concession by management to the members of the company union in its attempt to stem the growth of independent unions.

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<sup>1</sup>Ibid.

<sup>2</sup>From the interview with Mr. John Reid.

<sup>3</sup>Meeting of the Presidents and Executives of the Member Agencies of the Lansing Community Welfare Fund, October 30, 1933.



Mr. John Reid was asked if he knew about this effort by the Fund to get labor representation in 1933 and the significance attached to it. He said the unions were approached but no serious effort was made to gain their participation until 1938. The effort in 1933 represented a change in thinking toward, but not acceptance of, organized labor.<sup>1</sup>

Three persons were selected in 1933 to the Board of Trustees to represent organized labor. The backgrounds of all members of the Board of Trustees on October 30, 1933, were examined and each Trustee was identified. Not one had a significant background in organized labor which could qualify him as a representative of labor.<sup>2</sup>

From 1930 to 1933, the economic condition of the country became increasingly serious. Unemployment rose to an all time peak of 14,900,000. The average unemployment during the year 1933, the worst year of the depression, was 12,634,000 persons. In 1934 and 1935, the

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<sup>1</sup>From the interview with Mr. John Reid.

<sup>2</sup>Those members on the Board of Trustees, Community Welfare Fund of Lansing, on October 30, 1933, were: Mr. H. E. Wilson, Dr. L. G. Christian, Mr. Charles Margeson, Mr. Henry Reniger, Mr. Herbert Greer, Mr. Louis Kositchek, Mr. W. W. Meade, Dean H. B. Dirks, Dr. McCune, Judge Sam Street Hughes, Mr. Dorr Shotwell, and Mr. Frank Lamphier.



average number of unemployed persons was between ten and eleven million.<sup>1</sup>

As was noted earlier, Lansing industry was tied closely to the automobile industry. Its product is one of the more durable of consumer goods. Sales of durable goods decline sharply in a depression.<sup>2</sup> Lansing, therefore, experienced a growing unemployment problem early in the 1930's.

Mass lay-offs and unemployment created an acute situation for the Welfare Fund. The year 1930 began a decade of financial problems. Loss of revenue through general unemployment was not the only difficulty facing federated fund raising. Giving to charity is an easy matter for people when money is plentiful and there is confidence in the future, but the wages of the persons who retained their jobs in the 30's were low. Any money beyond that spent for the necessities of life was kept by those people still working for their own protection against unemployment.

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<sup>1</sup>Eveline M. Burns. The American Social Security System. Boston: Houghton Mifflin Co., 1939, p. 9.

<sup>2</sup>William Heston McPherson. Labor Relations in the Automobile Industry. Washington, D. C.: The Brookings Institute, 1940, p. 10.

The Fund's dependence on contributions from all people of the community was dramatically demonstrated by this huge loss of revenue and was another reason, in addition to those already cited, for the enlargement of the Board of Trustees.

The year 1933 was the poorest financial year for the Fund.<sup>1</sup> Agency budgets tumbled, and services were curtailed. At the same time demands for direct relief rose beyond what could have been given by the agencies even in the best year of the Community Welfare Fund. Some persons who were in dire need were turned away or were given such little help that it was inconsequential.

The public welfare agencies also were swamped with more demands than they could meet. The state and county public welfare funds were quickly depleted. The Federal government loaned money to the states. On May 12, 1933, the Federal Emergency Relief Administration, established by the Wagner-Lewis Act, was put into effect. It did away with the loans to the states and raised the standards of direct relief.<sup>2</sup> The Act also established the role of

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<sup>1</sup>See Appendix I.

<sup>2</sup>Arthur P. Miles. An Introduction to Public Welfare. Boston: D. C. Heath Company, 1949, p. 221.

the Federal government in public welfare. There was some feeling by persons in Lansing that the Federal government through this act was putting itself in competition with the Community Chest and the voluntary social services.

Member agencies brought considerable pressure on the Community Welfare Fund to raise more money. The records of the Fund from 1930 to 1935 reveal that some of the agencies threatened to withdraw, and, in one instance, an agency did drop out for a period of six months.

The public relations of the Community Welfare Fund were poor. The persons who were not helped by the agencies or who had received help only after they were destitute directed their hostility toward the Fund. Neither the agencies nor the Fund could explain the helplessness of their position to the people needing assistance. The nature of the situation was too emotionally charged to be explained or understood at the verbal level. Many of the people who sought help were workers who had been contributors to the Fund. The attitudes which developed in this period persisted long after the crisis had passed.

When the National Industrial Recovery Act was declared unconstitutional, the provisions protecting labor were reestablished in the National Labor Relations Act of 1935, frequently called the Wagner Labor Act. Organized labor

renewed its drive to organize the industrial workers. The A. F. of L. had failed to organize the basic industries: automobile, steel, rubber, and others. The Committee of Industrial Organization, a militant faction which had formed within the A. F. of L., rejected the A. F. of L. methods of organizing industrial workers and advocated more aggressive measures. At the National A. F. of L. Convention in 1935, the advocates of these new policies were defeated by a small margin. The C. I. O., led by John L. Lewis, continued its plans to organize the basic industries. The A. F. of L. Executive Council suspended the unions participating in the C. I. O. and later expelled them from the Federation.<sup>1</sup>

In 1935 a change in company policy by the General Motors Corporation discontinued payroll solicitation.<sup>2</sup> This was a severe blow to the methods used by the Community Welfare Fund to solicit its many contributors. The reason for the action taken by General Motors appears to have been part of the Corporation's attempt to prevent unionization by C. I. O. in its plants.

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<sup>1</sup>Lloyd Reynolds. op. cit., p. 103.

<sup>2</sup>Minutes of the Michigan Conference of Community Chest Executives, June 24, 1935.

General Motors Corporation was a primary target for C. I. O. because of the Corporation's successful resistance to outside unionization. The Corporation's company unions met the requirements of the Wagner Act.<sup>1</sup> Abolishment of payroll deduction, a source of friction and hostility toward management, was a demonstration to the company unions that the Corporation was responding to the demands of the workers without their having to be unionized.

Members of the Fund Board of Trustees were caught in an unenviable position. Most Trustees had invested much of themselves into making the Fund a success. They did not want to see the Fund disintegrate. At the same time, some of these same Trustees were faced with the threat of unionization in their own fields of business and were compelled to resist this threat. The Community Welfare Fund was caught in the middle of the dispute between labor and management and was the loser no matter which side happened to be winning at a given moment.

Employment in the automobile industry was and is still subject to sharp seasonal declines with low employment occurring prior to model changes. In 1935 the dates

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<sup>1</sup>From the interview with Mr. John Reid.

for introduction of new models were switched from winter to fall.<sup>1</sup> The shift of dates in the automobile industry meant the Campaign fell immediately after the automobile workers had been idle for a six or eight week period. In 1936 the Campaign dates were moved from the fall of the year to the spring. The stated reason for moving the dates was that local conditions were as good or better in the spring of the year as in the fall.<sup>2</sup>

In December of 1936, after a prolonged strike, C. I. O. won recognition from General Motors as the bargaining agent for workers in all plants.<sup>3</sup> In 1937 labor-management relations were marked by more strikes and violence. The sit-down strike was introduced as a weapon. The automobile industry appealed to Governor Frank Murphy to use the Michigan National Guard to evict the strikers from those plants where sit-down strikes were in progress. Although the sit-down strike was illegal, and later was so decided by the courts, the Guard was used only to maintain peace and order without making any attempt to evict the strikers. The fact that an

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<sup>1</sup>William Weston McWherson. op. cit., p. 9

<sup>2</sup>Minutes of a meeting of the 1937 Campaign Committee, Community Welfare Fund of Lansing, June 1, 1936.

<sup>3</sup>Thomas Greer. op. cit., p. 135.

administration friendly to organized labor was in office at that particular time is regarded by many as the most important factor in the success of the C. I. O. in organizing the automobile industry.<sup>1</sup>

Lansing had its period of labor unrest. In 1937 a labor holiday was staged in Lansing and was marked with parades and demonstrations by members of organized labor. A sit-down strike occurred at the Reo Motor Car Company in the fall of the same year.<sup>2</sup>

Lansing felt the weight of another depression in 1938. In May of 1937, eighteen Lansing industries employed 18,833 persons. In May of 1938, the same eighteen industries employed 8,807 persons who were working shorter hours. The number of contributors to the Community Welfare Fund dropped from 28,919 in 1937 to 13,271 in 1938.<sup>3</sup>

Another reason for the sharp decrease of contributors was the action of organized labor which stopped in-plant solicitation of its membership.<sup>4</sup> The unions were having

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<sup>1</sup>Lloyd G. Reynolds. op. cit., p. 104.

<sup>2</sup>From the interview with Mr. Thomas Borst.

<sup>3</sup>Annual Report, 1937-38. Lansing Community Welfare Fund, Inc.

<sup>4</sup>From an interview on April 8, 1955, with Mr. Archie Perry, a past member of the Board of Trustees of the Greater Lansing Community Chest from U. A. W. - C. I. O. Local No. 602, Fisher Body.





a difficult time holding their membership, as is always the case in the time of a depression. The union membership and leadership did not think the Fund was a worthy cause and decided not to contribute. In the mind of the worker, the Fund was something which had always been sponsored by management.<sup>1</sup>

The Community Welfare Fund was again caught in the middle of labor-management strife. Many members of the Fund Board of Trustees, who, had they not been on the Board, would have been merely onlookers in the labor-management struggle, were deeply concerned about the industrial conflict because of its adverse effects on the Fund.

It appears from the records that the Board members who were not part of the industrial picture initiated the move to take direct action to involve labor on the Board.<sup>2</sup> Management no longer controlled the industrial situation, and it was necessary for the Fund to obtain the cooperation of organized labor. On June 27, 1938, at the Annual Meeting of the Fund, the Board of Trustees was enlarged from twelve to fifteen members.

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<sup>1</sup>From the interview with Mr. Thomas Borst.

<sup>2</sup>Minutes of a meeting of the Board of Trustees, Community Welfare Fund of Lansing, June 2, 1938.

Letters were sent to A. F. of L. and the industrial unions, inviting them to participate on the Board. The A. F. of L. responded favorably to the letter and named three men<sup>1</sup> from whom the Board immediately selected Mr. Frank Shaw. Mr. Reid was asked to comment on the letter he had written to the Board in which he designated the three candidates for board membership. Mr. Reid said the Fund people wanted to select the representative of labor themselves, but he would not agree to such a plan. Finally it was agreed that the Lansing Federation of Labor would suggest several names from which the Fund Board could make a selection.<sup>2</sup>

The response from Local #182, U. A. W., rejected the Board's request for labor representation:

. . . . .

Local #182, International Union United Automobile Workers of America, which speaks for the majority of the Citizens of Lansing cannot support or cooperate with the Community Welfare Fund, Inc., for the following reasons:

1. The policy of the Community Welfare Fund, Inc., is a policy of class collaboration for the purpose of aiding certain institutions and charities. We are against class collaboration knowing that our interests and the interests of our exploiters are irreconcilably opposed.

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<sup>1</sup>From a letter to Mr. J. J. Maynard, Chairman of the Nominating Committee, from Mr. John Reid, Secretary-Treasurer of the Michigan Federation of Labor, July 15, 1938.

<sup>2</sup>From the interview with Mr. John Reid.

2. We have stopped the forced contributions of our people in the shops, and it is clear that the object of your proposal is to find a way to screw money out of the workers with our consent. Were we to accede to your request labor would have two representatives on a board of twenty-three. It is obvious that in practice the policies of the Community Welfare Fund, are rigidly controlled by business, financial and industrial leaders who use the fund as a well oiled protective device to give as little money as they can. We note that time and again terrific drives are made to get the workers and small salaried people to give money away out of proportion to their ability, and at the same time tenderly protect corporations from doing likewise. We are amazed by the presumption which asks us, who are squeezed dry before any relief is extended, to succor out of our meager earnings the underprivileged human wreckage of the industrial system and a host of piddling charities. We are all underprivileged, and we are not responsible for the wreckage. It is not our system.

3. We are opposed to private charities holding that it debases both giver and receiver. We believe that insofar that the institutions aided by the Community Welfare Fund, Inc., are of value to the worker, that they be financed by taxation based on the ability to pay. We believe that the problem of public health can be solved only by some form of compulsory health insurance.<sup>1</sup> . . .

The Board, on the advice of Mr. Adolph Germer, President of the Michigan Industrial Council and Michigan Director for the C. I. O., and Mr. George A. Krogstad, State Commissioner of Labor and Industry, left the vacancy

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<sup>1</sup>From a letter to Gordon S. Bygrave, President of the Board of Trustees, Community Welfare Fund of Lansing from Mr. Leo Feldspausch, Recording Secretary of Local #132, U. A. W., August 27, 1933.

unfilled. These two men had indicated that Local #182 did not speak for all of the U. A. W. members and that in a short time it was expected the U. A. W. would be willing to cooperate with the Community Welfare Fund.<sup>1</sup> Local #182 was involved in the internal conflict of the U. A. W. in 1938 and 1939. Dissension within the International Union led to a factional dispute. Mr. Homer Martin<sup>2</sup> was President of the U. A. W. at the time of the split and had the support of the leaders of Local #182. When the break did come, Martin led his followers back into the A. F. of L., and Local #182 became an affiliate of the Federation.<sup>3</sup>

The immediate problem of the Community Chest in 1938 and 1939 was one of interpretation of the purposes and goals to the hourly rate worker. "In general, their brief against the Community Chest is as follows: not enough democracy in employee solicitation, objections to payroll deduction, lack of representation on Community

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<sup>1</sup>Minutes of a meeting of the Board of Trustees, Lansing Community Welfare Fund, November 7, 1938.

<sup>2</sup>William Heston McPherson. op. cit., p. 18-22.

<sup>3</sup>From the interview with Mr. Oscar Wade.

Chest and agency boards, and lack of faith in accomplishments of the Chest and its agencies."<sup>1</sup>

A leader from management, Mr. M. F. Cotes,<sup>2</sup> was responsible for the first<sup>5</sup> action taken to involve the industrial unions in the Community Chest in 1941 and 1942. He had the necessary experience in labor-management relations and the respect of organized labor with which to make a resolute effort to obtain the support of the industrial unions. Mr. Cotes represented a change in the thinking and attitudes of management in the direction of a more positive acceptance of trade unionism.

Mr. Cotes had many talks with the representatives of the C. I. O. locals. From the records the conferences appear to have taken on the aspects of a collective bargaining session. Organized labor had several demands,

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<sup>1</sup>Annual Report, 1938-39. The Greater Lansing Community Chest, p. 5.

<sup>2</sup>Mr. Cotes was referred to many times by persons interviewed for this study. Mr. Archie Perry said that Mr. Cotes was instrumental in getting C. I. O. into the Community Chest. Mr. Cotes sat in on most of the bargaining in his own plant, Motor Wheel. He was a good man. There was never a major strike at Motor Wheel. Mr. Thomas Borst commented too that there was no serious strike at Motor Wheel. Dr. Ernest B. Harper said that Mr. Cotes reflected a different attitude by management. Mr. John Reid remarked that Mr. Cotes was a good salesman and took great pride in accomplishing what he set out to do.

and the Community Chest wanted labor's full support. In the end the three U. A. W. - C. I. O. locals, #602, #650, and #652<sup>1</sup> agreed to support the Chest. Local #182, U. A. W. - A. F. of L. did not pledge itself to endorse the Chest at this time. Ironically, Local #182 was the bargaining agent in the Motor Wheel Corporation, the firm for whom Mr. Cotes worked. Mr. Reid said in his interview that he too talked with the men from Motor Wheel in an attempt to get them to endorse the Community Chest.

Each of the three union locals was given the right to appoint a man to the Chest Board, appoint delegates to the Ingham County Council of Social Welfare, and to be represented on the campaign committee and in the campaign organization. In return, each union local promised to give its full support to the Community Chest and to interpret the purposes of the Chest to its members.<sup>2</sup>

Several things had occurred to bring about this agreement:

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<sup>1</sup>U. A. W. - C. I. O. Local #602 is the Fisher Body Local.  
U. A. W. - C. I. O. Local #650 is the Reo Local.  
U. A. W. - C. I. O. Local #652 is the Oldsmobile Local.

<sup>2</sup>From a copy of a letter dated March 12, 1940, to Dean H. B. Dirks, President of the Greater Lansing Community Chest, from Mr. M. F. Cotes, Campaign Manager 1940-41.

1. Organized labor had become a power in the community.
2. Attitudes of both organized labor and management had changed to permit the two antagonists to work together.
3. The depression of the 1930's was ending and the two opponents could think of something besides survival.
4. Leaders of organized labor recognized that unions were part of the community and wanted to support community values.

Lansing was ahead of some other communities in working out the relationships between the Community Chest and organized labor. Some communities were still trying to work out satisfactory agreements after World War II.<sup>1</sup>

In 1942, the Community Chests and Councils of America and the two major labor organizations worked out an agreement which stabilized labor-chest relations and gave direction from the national level.<sup>2</sup>

Dr. Ernest B. Harper of Michigan State College served on the Chest Board of Trustees from 1940 to 1953, the early adjustment years of chest-labor relationships. In describing how the representatives of organized labor were accepted in the Board of Trustee meetings of the Community Chest, he

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<sup>1</sup>From an interview with Mr. Richard C. Hicks, Executive Director of the United Community Chest of Ingham County, March 18, 1955.

<sup>2</sup>Supra. page 12, Chapter III.

stated that the atmosphere at first was one of cold politeness, almost like a business meeting. He compared it with what he imagined a bargaining session to be like. Gradually the coldness disappeared and was replaced by a warmer, more friendly feeling. The members of labor and management and the others on the Board learned there were fewer basic differences among themselves than had been thought to exist. There was never an occasion, according to Dr. Harper, where labor representatives lined up solidly on one side of an issue and management on the other. It was his feeling that labor representatives presented many constructive ideas and suggestions and were able to make significant contributions to the Community Chest.<sup>1</sup>

Chest-labor relations were far from static in the 1940's. However, the degree of conflict in the 1930's was never reached. Just as the first bargaining sessions between a company and a newly certified union<sup>2</sup> are

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<sup>1</sup>From an interview with Dr. Ernest B. Harper, Head of the Department of Social Work at Michigan State College, East Lansing, Michigan, April 14, 1955.

<sup>2</sup>Leonard R. Sayles and George Strauss. The Local Union. New York: Harper and Brothers, 1953, p. 15.



likely to be the most difficult, so it seemed to be with chest-labor relations during the first years. And just as collective bargaining tends to mature with the passage of time, so did the relationship between the unions and the Community Chest.<sup>1</sup>

Mr. John Reid thought that one of the most difficult tasks faced by the trade unions after they were asked to participate in the Chest was to get the union representatives on the Boards and Committees to attend meetings. The representatives told Mr. Reid that it was no use to go to the meetings because they were outnumbered and could not get what they wanted. Mr. Reid's answer was they could not hold their gains if they did not participate.<sup>2</sup>

Mr. Archie Perry, the first union representative from Local #602, Fisher Body, needed no stimulation to attend Chest Board meetings. His name appears in the minutes of most of the Board meetings from 1940 until 1947 when he left the Board after six consecutive years of membership. At various times he served on the Nominating Committee, as a Board officer, as Chairman of a budget panel, and on the Campaign Committee. In an interview with him

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<sup>1</sup>Lloyd G. Reynolds. op. cit., p. 168.

<sup>2</sup>From the interview with Mr. John Reid.

he remarked that he felt a little strange in the meetings at first, but after everybody got to know each other better, they all discovered they were after the same things. He said he enjoyed working on the Chest Board and wished that more people from organized labor could have had the experiences he had.

Several factors worked toward strengthening positive chest-labor relationships; one of them was the entry of the United States into World War II. The attack from the outside had a solidifying effect on the internal affairs of the nation. Both C. I. O. and A. F. of L. made no-strike pledges and fully supported the war effort. The period from 1940 to 1945 was one of abnormal production, profits, and employment favorable to growth and prosperity of organized labor and management.<sup>1</sup> Labor-management relations were fairly stable in Lansing with the no-strike pledge. The ceilings on wages and prices produced collective bargaining for fringe benefits which strengthened the unions.<sup>2</sup>

In organizing the workers of a plant into a union, solidarity of the union was built at the expense of

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<sup>1</sup>Thomas Greer. op. cit., p. 140.

<sup>2</sup>From the interview with Mr. John Reid.

management. After the union had gained entry and the hostility toward management had expressed itself, sometimes in a strike, the process of developing more stable labor-management relations could move into a new phase. This is a difficult generalization to make because much depends on the individual character of the company and the union involved.<sup>1</sup> The letter to the Community Welfare Fund from Local #182 in 1938 shows the hostile phase of the process. The stabilizing period of the process occurred between 1940 and 1945, permitting a change in attitudes to take place.

A change in the objectives of management was another extremely important factor in the development of chest-labor relationships. Mr. Lloyd G. Reynolds states, "This hostility (of management toward unions) has traditionally expressed itself in forcible opposition, but is now being forced increasingly by law and public opinion to take the form of peaceful competition. The strategy of competition usually continues for some years after a company has been unionized. Gradually, however, management turns toward

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<sup>1</sup>Leonard R. Sayles and George Strauss. op. cit., pp. 14-24.

positive acceptance of the union."<sup>1</sup> Mr. M. F. Cotes, the man who was directly responsible for securing organized labor's cooperation in the Community Chest in 1940, seemed to personify the positive acceptance of labor by management.

In 1943, a joint committee of the A. F. of L. and the C. I. O. sponsored the kick-off of the Third War Bond Drive. The expenses of the Bond Drive were submitted to the War Chest Board of Directors by Mr. John Lyons, representing A. F. of L., and Mr. Archie Perry, representing the C. I. C.<sup>2</sup> The War Chest Board refused to pay the expenses. This refusal precipitated a resolution from Fisher Local #602 U. A. W. - C. I. O. withdrawing its support from the Community Chest and all agencies connected with it and instructing its men to resign from all the boards of directors.<sup>3</sup> A letter from Mr. Archie Perry with his resignation from the Chest Board was received, but the other Trustees refused to accept it.<sup>4</sup>

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<sup>1</sup>Lloyd G. Reynolds. op. cit., p. 168.

<sup>2</sup>From a letter to the Board of Directors of the Ingham County War Fund from Mr. John Lyons and Mr. Archie Perry, September 10, 1943.

<sup>3</sup>A Resolution from Local #602 U. A. W. - C. I. O. to the Greater Lansing Community Chest, October 12, 1943.

<sup>4</sup>Minutes of a meeting of the Board of Directors of the Greater Lansing Community Chest, October 12, 1943.

The break in the relationship was repaired, and the joint labor committee request was included in the War Chest Budget in 1944.<sup>1</sup>

Industrial relations again exerted their influence on the Community Chest, but to a lesser degree. In 1946, Fisher Local #602 refused to endorse the 1947 Fund Campaign because of the labor record of one of the chairmen in the campaign organization. The local said, however, there would be no active resistance against the fund drive.<sup>2</sup> U. A. W. - C. I. O. had gone on strike in all General Motors plants in late 1945; the strike proved to be a long involved negotiation lasting into early 1946. Fisher Body was on strike a month longer than any other General Motors plant because local grievances could not be settled.<sup>3</sup> The effects of the prolonged strike carried over into campaign planning.

The year 1946 was a time of many changes in labor-chest relationships. The A. F. of L. Building Trades workers and the construction industry of Lansing were

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<sup>1</sup>Report of Expenditures of the Ingham County War Fund, 1944.

<sup>2</sup>Minutes of meetings of the 1947 Campaign Committee, Greater Lansing Community Chest, October 1 through October 14, 1946.

<sup>3</sup>From an interview with Mr. Archie Perry.

recognized by a special Building Trades Day during Red Feather Campaign Week.<sup>1</sup> The Industrial Division of the Campaign became known as the Labor and Industry Division. The first discussion about labor staff on the Community Chest took place.<sup>2</sup>

The Community Chest became extremely conscious of representation on its Board of Directors in 1947 and 1948.<sup>3</sup> The board members, with the exception of the six representatives of organized labor, were nominated and elected by the Board on the basis of the segment of the community of which they were representative. If community wide representation is a real concern, the one certain way to determine if a board is representative is to analyze

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<sup>1</sup>Minutes of meetings of the 1947 Campaign Committee, Greater Lansing Community Chest, October 1 through October 14, 1946.

<sup>2</sup>Minutes of a meeting of the 1947 Campaign Committee, Greater Lansing Community Chest, August 1, 1946.

<sup>3</sup>Mr. Richard C. Hicks became the Executive Director of the Community Chest on April 1, 1948. Much of the emphasis on wider representation can be traced to his philosophy that the Community Chest is a community project; everyone should give, everyone should work, and everyone should be represented. This is borne out by his emphasis on developing the "expanded budget committee," 1953 to 1955, as developed in Budgeting, a pamphlet made up by the United Community Chest of Ingham County describing the budgeting process.

the membership and identify from where its members come. This is precisely what the Board of the Community Chest did in 1949.<sup>1</sup>

Organized labor was the only group, with the exception of the Council of Social Agencies, which was given the right to appoint its own representatives to the Board. The length of terms for representatives of organized labor changed from three years to one year.<sup>2</sup>

Organized labor did not gain representation on the boards of the member agencies of the Community Chest as quickly as on the Community Chest Board. The Chest Board voted to contact the agencies to see if more labor representation could be secured.

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<sup>1</sup>See Table 3.

<sup>2</sup>There was no statement found in the records which indicated when this change of lengths of terms took place. Perhaps a statement by Mr. Archie Perry has bearing on this change. He said he felt that some persons like himself were asked to serve on the Board for too many years. He felt one man should not serve too long in order that more men could be given an opportunity to be on the Chest Board.

Opinion of the rank and file union members has a great influence on union leaders. The leader who has many contacts and appears to become too friendly with management may be accused of "selling out" his union if he makes a decision which the rank and file members can construe as not being in their favor. See L. R. Sayles and G. Strauss. The Local Union, Chapter 15, "The Rank and File View Their Union," pp. 222-237. Also see A. E. Rose. Union Solidarity, pp. 147-151.

"(A) motion was made by Dr. (Ernest B.) Harper, (and) supported by Mr. (Elton) Tubbs, that the President of the Board should address a letter to member agencies who do not have labor representatives on their present Boards of Directors and should suggest to them the desirability of having representation from labor to help in the operation of their agency--carried."<sup>1</sup>

The President of the Board of the Community Chest, Mr. Paul A. Martin, sent the letters on January 17, 1949.

The Board records of five agencies which had been members of the Community Chest for many years--four could be considered charter members--were examined in order to find when representatives of organized labor had appeared on their boards of directors. One agency reported that no representative of organized labor has ever been on its board; another agency reported its first labor representative was appointed to its board in 1952; another reported 1950; another reported 1949; and the other reported 1942.<sup>2</sup>

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<sup>1</sup>Minutes of a meeting of the Board of Directors, Greater Lansing Community Chest, January 1, 1949.

<sup>2</sup>The agencies which were sampled were the Y. M. C. A., The Family Service Agency, the Boy Scouts, the Visiting Nurses Association, and the Michigan Childrens Aid Society. An interesting question arose in making this sample. Should a group be represented on an agency board because it is an important group, or should it be represented on an agency board because some member of the group is vitally interested in that agency? This study was not designed to search into this question, but the issue is noted because it may involve a basic principle concerning community representation on agency boards.



From this small sample it can be seen that a cluster appears around the years 1949 through 1952, which would indicate the letter from Mr. Martin of the Chest Board might have had some affect on the thinking of the agency boards.<sup>1</sup>

From 1950 to 1955, the United Community Chest of Ingham County experienced tremendous growth. A merger of the Greater Lansing Community Chest and the United Health and Welfare Fund of Ingham County was realized in 1950. One of the members of the Community Chest Committee working on the consolidation of the two organizations reported the merger was being demanded by large industry, organized labor, and the downtown business firms.<sup>2</sup> These demands for unity in fund raising made possible the merger.

Labor-chest relationships became more firmly established during the period from 1950 to 1955. The educational

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<sup>1</sup>See Summary of Board Membership Study of thirty-two health and welfare agencies in Ingham County. Study by A. Richmond, Social Work Department, Michigan State College, April, 1953.

<sup>2</sup>Minutes of a meeting of the executives of member agencies, Greater Lansing Community Chest, August 3, 1950.

programs which were initiated in 1950 by organized labor and co-sponsored by the Community Chest for the purpose of informing labor members of community welfare services developed until the Chest in 1954 employed two labor representatives as full-time staff persons.<sup>1</sup>

Organized labor through the A. F. of L. and the C. I. O. has joined with other groups and citizens to further the development of united giving and coordination of community welfare services. Representatives of labor unions serve on the Chest board, on committees, on agency boards, to some degree, and actively participate in fund campaigns. Organized labor has become a source of substantial financial contribution in the community and has begun to play a role in community planning. The local unions and central bodies have stimulated their members to learn more about the community and its problems and have attempted to broaden membership participation in organized social service programs.

In a recent publication of the Labor Participation Department of the Community Chests and Councils of America,

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<sup>1</sup>See Appendices V and VI for program reports of the Labor Education Staff of the United Community Chest of Ingham County.

Inc., the following principles were enumerated.<sup>1</sup>

1. Health and welfare services should be developed on the basis of recognized needs. In such a development, organized labor has a definite and unique contribution to make.
2. Successful federation involves a sound and representative budget process.
3. Federation in this field should weld together contributors, member agencies and people needing services in a teamwork program with assurance of due consideration and fair treatment for everyone.
4. Planning and financing of community services need to go hand in hand, with neither in control, but with both working together.
5. Labor finds valuable training and experience in democratic processes on a community level in this field.
6. Public welfare services are of great concern to labor and they should be included in the planning phase of federation.
7. Labor is for more inclusive federation of campaigns for voluntary support, provided representation of labor is brought in at the beginning and is progressively developed.
8. Annual solicitation of voluntary contributions at the place of employment, preferably with payroll deduction, is favored by labor as a common sense method of campaign, provided the voluntary factor is stressed and provided labor and management join in the plan.

These principles indicate organized labor's present attitude toward participation in Community Chest and

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<sup>1</sup>Labor Looks at Federation, a pamphlet published by the Labor Participation Staff, Community Chests and Councils of America, Inc., New York, no date.

Council activities and are to a great degree reflected by the central bodies of both the C. I. O. and the A. F. of L. in Lansing. These principles have been accepted to a lesser degree by some of the local unions and by some rank and file members who have had the experience of participating in a community service activity.

Generally, organized labor subscribes to an attitude of cooperation. Most labor leaders and rank and file members agree to cooperation but not active participation to the extent stated in the principles listed above. In this attitude members of organized labor are not greatly different from members of other organizations where almost everyone supports community services but only a small percentage participate and play an active role.

## Chapter V

### SUMMARY AND CONCLUSIONS

#### A. Summary

Organized labor and the community are not separate entities. The union members who compose organized labor live in and are part of the community as much as those people who do not belong to labor unions. Labor movement leadership has recognized that a "we-they" attitude is inconsistent with its own goals. Some leaders who represent the trade unions have taken an active role in promoting, planning, and financing community welfare services.

Labor's original role of protesting decisions of the Community Chest has changed to positive participation in formulating Chest's decisions. The purpose of this role is not an attempt to promote good public relations; rather there has been a realization that if organized labor does not carry its full share in the community, it cannot expect other groups to carry their shares. Labor also realizes that if it does not participate in solving community service problems, those problems will be solved by others, perhaps in a manner which labor does not approve. Since "community problems" really means

"problems of people," including members of trade unions and their families, labor has a genuine desire to share in the improvement of the community.

A definite contribution to the development of the Community Chest has been made by organized labor. The Chest has benefitted from the new leadership represented on its Board and committees. Representation from labor unions has broadened the base of participation in Chest and Council activities.

Labor representation on the Chest and Council boards and committees serves as a two-way channel for communicating with a large number of individuals. These representatives are more aware of the needs of the rank and file union membership and have an opportunity to identify needs and press for action in the appropriate committees. In turn these leaders may interpret social work services available in the community as well as the limitations and the means for modifying these services.

The education programs co-sponsored by organized labor and the Community Chest and directed by the labor education staff of the Community Chest are too new to permit evaluation of their impact. These programs are means by which the function and purpose of the Chest, the Council, and the social welfare agencies may be interpreted to the individual union members.

The success of the Community Chest's fund raising efforts is dependent upon the cooperative effort of all groups in the community. From 1933 to 1940, when organized labor, industrial management, and business did not accept their economic dependence upon one another, the Community Chest was not able to raise sufficient funds to meet the campaign goals. The 1938 and 1939 fund campaigns demonstrated conclusively that organized labor was needed for successful federated financing. True, the campaigns were hampered by an economic depression, but it was labor's negative participation during those two years that kept the Chest from approaching the campaign goal more closely.

As Lansing grew in complexity, awareness of the interdependence of its segments developed; and the Community Chest began to recognize its dependence upon all groups. The Chest Board of Directors moved for a unity of action and purpose in the area of community fund raising and acted to involve organized labor in the Community Chest.

The Chest Board of Directors is made up of persons who are representative of groups and areas of the community. Labor has insisted upon and has been given the right to appoint its representatives directly to the Chest Board. There are other large organizations and groups in the community which cooperate with and are represented on the





Chest but who do not select the persons who will represent them. That organized labor has been accorded this singular privilege indicates the influence of the trade unions.

From 1919 to 1933, labor did not take part in the history of the Community Chest and Council. From 1933 to 1938, there was some discussion to involve labor in the Community Chest. In 1938, labor actually participated in the Chest's activities. Since 1940, there has been close cooperation between organized labor and the Chest. The newest emphasis in the development of this relationship has been the addition of labor staff in 1954. Another trend which seems to be evolving is a greater extent of participation on the part of labor in Council activities and on agency boards.

### B. Conclusions

There are many forces which affect chest-labor relationships. On the basis of this study it seems reasonable to suggest the following conclusions:

1. The Chest and organized labor were able to enter into a cooperative relationship only after labor and management were able to work out satisfactory relationships on the larger scene.

2. Chest-labor relations are much firmer, and cooperation between the Chest and organized labor is greater during times of economic prosperity.

3. In periods of stable labor-management relations, the labor-chest relations tend to be more stable. The converse is also true; when labor-management relations are strained, labor-chest relations reflect this strain.

4. Organized labor was invited to participate in Community Chest activities only after it became a substantial force in the community.

5. Organized labor seems to have a priority rating for its many responsibilities. Labor could participate actively in the Community Chest only after its energies and resources were no longer concentrated in the economic sphere of its activity.

6. Because of organized labor's participation in Community Chest activities, the Chest has obtained new leadership with which to carry on its activities and a larger reservoir of potential leadership.

7. The effect of industrial strife on the Community Chest has made the members of the Chest Board acutely aware of the importance of harmonious labor-management relations. Many Chest Board members have gained a greater understanding of the complex problems of labor-management relations through the participation of organized labor along with management in the Community Chest.

8. The neutral arena of the Community Chest serves as a factor to condition attitudes of those persons



participating. Labor leaders have learned more about leaders from management and vice-versa. Community leaders who participate in the Chest but are not part of either labor or management have learned more about both groups.

9. The Community Chest base of contributors has been broadened by the active participation of organized labor in Chest activities.

10. It appears that the Community Services Council did not play a decisive role in the process of the involvement of organized labor in Community Chest and Council activities. The Chest was developed prior to the Council and was concerned primarily with fund raising. Even after the Council was organized, it was part of the Chest; and the Chest Board of Directors made the decisions for both. Only recently did the Council acquire a separate Constitution, By-laws, and Board of Directors.

Some of the large social forces which played a role in the process of the involvement of organized labor in the Community Chest and Council activities have been examined, identified, and described. However, in making an ex post facto study such as this, there is the limitation of the lack of intimate familiarity with the personalities who were part of the process. Without this intimate knowledge the description of the process has a tendency



to develop into a bare recital of facts, oftentimes incomplete and possibly misleading. Because this study is largely a view in retrospect, it is possible only to show "why" and "what" took place and not the "how" of the process.

As is usually the case, research has raised more questions than it has answered. This study was a general exploration of the involvement of organized labor in the Chest and Council. It has made a significant contribution to the writer's knowledge of organized labor and the Community Chest and Council and has opened up many avenues for further formal and informal investigations. A more intense examination of some of the smaller areas of Chest-labor relationships could be highly productive. For example, the Labor and Industry Division of the Fund Campaign might show some of the process described in this paper on a smaller scale. In such an investigation it will be necessary for the investigator to be more than a keen observer; he must be an active participant so as not to miss the understanding and the true intentions of the participants. The presence of an observer is too often an influence which distorts the real circumstances of the situation.

## APPENDIX

## APPENDIX I

Greater Lansing  
Community Chest Campaign History

Year	No. of Agencies	Campaign Goal	Am't Pledged	No. of Subscribers	I.C.W.F. <sup>a</sup>
1919	11	90,000.00	64,451.00	3,000(Approx)	
1920	11	72,500.00	90,338.00	6,517	
1921	14	93,000.00	107,336.00	6,543	
1922	13	109,300.00	109,080.00	9,488	
1923	14	123,000.00	132,952.00	11,330	
1924	15	140,000.00	133,890.00	13,983	
1925	14	146,000.00	147,777.00	17,088	
1926	15	162,000.00	151,534.00	13,162	
1927	14	165,000.00	165,000.00	16,449	
1928	16	183,700.00	170,502.00	17,440	
1929	17	200,000.00	204,025.00	19,319	
1930	17	213,500.00	194,038.00	18,943	
1931	17	215,000.00	198,000.00	19,832	
1932	17	183,000.00	125,362.00	16,863	
1933	17	167,000.00	107,105.00	12,355	
1934	17	135,612.00	127,922.00	23,024	
1935	17	147,562.00	147,713.00	25,061	
1936	17	103,711.00	106,417.00	25,301	
1937	17	170,754.00	133,173.00	28,919	
1938	18	175,112.00	122,965.00	13,271	
1939	18	139,943.00	119,546.00	13,743	
1940	18	129,700.00	146,938.00	23,692	
1941	18	149,500.00	163,000.00		
1942 <sup>b</sup>	17&6 <sup>c</sup>	294,600.00	284,074.00		94,600.00
1943	18&13		304,975.00		166,733.26
1944			103,061.00(int) <sup>d</sup>		131,580.00

<sup>a</sup>Ingham County War Fund.

<sup>b</sup>Beginning in the 1942 Campaign and continuing through the 1947 Campaign, the Community Chest was part of the Ingham County War Chest.

<sup>c</sup>The first number refers to the agencies regularly members of the Community Chest. The second number refers to the various war time appeals.

<sup>d</sup>This amount was raised during the interim campaign which covered a seven month period.





## APPENDIX I continued

Year	No. of Agencies	Campaign Goal	Am't Pledged	No. of Subscribers	I.C.W.F. <sup>a</sup>
1945	16&22	342,900.00	406,741.00		152,935.00
1946	14&19	374,995.00	331,212.00		131,390.00
1947	16&USO	268,492.00	265,135.69	29,644	19,000.00
1948	16	287,124.00	298,594.55	34,152	
1949	18	373,383.00	318,148.61	35,213	
1950	18	325,000.00	342,683.03	39,843	
1951 <sup>e</sup>	47	396,000.00	441,951.18	45,574	
1952	49	550,000.00	536,111.04	45,098	
1953	51	630,000.00	693,380.00	52,618	
1954	50	705,341.00	768,120.76	56,361	
1955	53	774,406.72	781,187.17	52,783	

<sup>e</sup>Michigan United Health and Welfare Fund agencies became members of the United Community Chest of Ingham County.

## APPENDIX II

## PRESIDENTS OF THE BOARD

## CAMPAIGN MANAGERS

Community Welfare Fund of Lansing

Ray Potter	1920	Arthur E. Hurd
Ray Potter	1921	M. Ralph Carrier
Ray Potter	1922	M. Ralph Carrier
Ray Potter	1923	M. Ralph Carrier
Ray Potter	1924	Bruce E. Anderson
Ray Potter	1925	Bruce E. Anderson
Clarence E. Bement	1926	Earle W. Goodnow
Donald E. Bates	1927	J. Gottlieb Reutter
Donald E. Bates	1928	J. Edward Roe
Earle W. Goodnow	1929	J. Edward Roe
Earle W. Goodnow	1930	Donald E. Bates
Louis J. May	1931	Donald E. Bates
Charles S. Smith	1932	Donald E. Bates
George F. Conway	1933	Charles B. Collingwood
Bruce E. Anderson	1934	Howard Pett
Henry E. Wilson	1935	Charles H. Barber
Henry E. Wilson	1936	Charles L. McCuen
Frank H. Lamphier	1937	Clarence C. Carleton

Greater Lansing Community Chest

Frank H. Lamphier	1938	Clarence C. Carleton
Gordon S. Bygrave	1939	Rt. Rev. Msgr. John A. Gabrials
Gordon S. Bygrave	1940	Rt. Rev. Msgr. John A. Gabrials
Henry B. Dirks	1941	Mervin F. Cotes
William Collinge	1942	Mervin F. Cotes
John Affeldt, Jr.	1943	V. Carl Havens
Dewitt R. Hoadley	1944	John M. Maynard
Dewitt R. Hoadley	1945	V. Carl Havens
Donald E. Bates	1946	Floyd A. McCartney
Edward G. Hacker	1947	Fred Wohler, Jr.
Floyd A. McCartney	1948	C. Bart Tenny
Paul A. Martin	1949	Ronald E. Weger

United Community Chest of Ingham County

Paul A. Martin	1950	William J. Porter, Jr.
William R. Carlyon	1951	Russell F. Phillips
Rev. George Selway	1952	Henry E. Crouse
William J. Porter, Jr.	1953	Dorr J. Gunnell
Hubert B. Bates	1954	Richard P. Lyman
Henry Crouse	1955	William C. Searle, Sr.



## APPENDIX III

Record of Executive Directors

Frank N. Arbaugh <sup>a</sup>	October 22, 1919 to
Edwin O. Izant <sup>a</sup>	October 24, 1919 to
Victor S. Woodward	August 1, 1927 to
F. M. McBroom	July 1, 1929 to
George E. Kirkendall	July 1, 1934 to
Joseph D. Gibbon	January 1, 1938 to
L. B. Jeffried	May 21, 1940 to
Robert W. Schunke	July 1, 1944 to
Richard C. Hicks	April 1, 1948 to

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<sup>a</sup>Served without compensation.



EDUCATIONAL PROGRAM

I HAVE 53 A.F. OF L. LOCAL UNIONS TO SERVICE AND HAVE ATTENDED 25 DIFFERENT LABOR UNION MEETINGS AT VARIOUS TIMES THROUGHOUT THE YEAR TO EXPLORE PROGRAM. IT IS A "MUST" THAT I ATTEND EVERY MEETING POSSIBLE OF THE LANSING FEDERATION OF LABOR AND THE BUILDING TRADES COUNCIL. THEY EACH MEET TWO TIMES EACH MONTH. COME AND SEE TOURS ARE YET TO BE DEVELOPED. LABOR MANAGEMENT INSTITUTE MEETINGS ARE BEING NEGLECTED. IT IS APPARENT THAT I NEED MORE HELP FROM THESE COMMITTEES.

IN REGARD TO THE RED FEATHER SERVICES, INFORMATION IS BEING DEVELOPED EVERY DAY. THE BEST EXAMPLE OF THIS ARE THE CASES THAT HAVE COME DIRECTLY THROUGH MY OFFICE THE PAST YEAR - 70 IN NUMBER. OTHERS HAVE COME FROM OUR WELFARE COMMITTEES IN THE PLANS, CONSTRUCTION JOBS, AND UNIONS.

WE HAD VERY GOOD LUCK IN GETTING OUR LOCAL UNIONS AND MEMBERS TO USE THE CHRISTMAS CLEARING BUREAU LAST YEAR, AND ARE GETTING MORE INTERESTED DELEGATES TO BECOME MEMBERS OF AGENCY BOARDS AND BUDGET PANELS THROUGH OUR EDUCATIONAL PROGRAM.

WE FEEL IT IS IMPORTANT THAT OUR STAFF MEMBER ATTEND OUR NATIONAL WORKSHOP EACH YEAR, AS WELL AS THE MEETING OF THE MICHIGAN FEDERATION OF LABOR. WITH REGARD TO OUR COMMUNITY RELATIONS PROGRAM, WE FEEL THAT THE COMMUNITY CHEST SHOULD STAND THIS EXPENSE INSTEAD OF THE LOCAL UNIONS AS THEY DID THIS YEAR, HOPING THIS CAN BE TAKEN CARE OF IN THE FUTURE.

DURING LAST FALL'S CHEST DRIVE, I WORKED AS STAFF DIRECTOR WITH THE CONSTRUCTION INDUSTRY SECTION 4, AND WE THINK WE DID A GOOD JOB. THERE IS, HOWEVER, MORE EDUCATIONAL WORK TO BE DONE HERE. I FEEL THERE IS STILL ANOTHER SOURCE OF GIVING TO BE REACHED AND SERVICES TO RENDER IN THE CONSTRUCTION INDUSTRY, SUCH AS THE HOUSE FIELD AND SMALL CONTRACTORS. THE STAFF OF THE COMMUNITY CHEST IS EXPLORING THIS FIELD AND TRYING TO WORK OUT A PROGRAM. THIS WILL BE A TREMENDOUS JOB IN MY EYES.

I HAVE A COLUMN IN THE LANSING INDUSTRIAL NEWS UNDER "KNOW YOUR AGENCIES, AND I TRY TO HAVE SOMETHING IN EVERY ISSUE. SOMETIMES, HOWEVER, DEADLINES ARE CLOSE AND I MISS GETTING IT IN. WE HAVE BEEN GETTING MANY COMMENTS ON THIS PHASE OF OUR EDUCATIONAL PROGRAM FROM ALL OVER.

AT OUR NATIONAL COMMUNITY RELATIONS PROGRAM IN SAN FRANCISCO, I AM TO SIT ON THE CONSTRUCTION INDUSTRY PANEL AND GIVE A 10 MINUTE TALK OF OUR GOOD PROGRAM HERE IN LANSING.

OUR COMMUNITY NURSERY PROJECT AT 920 W. MAIN STREET IS SLOWING DOWN AT THE PRESENT TIME. WE HAVE HAD LABOR LINED UP FOR THIS PROJECT FOR SOME TIME THROUGH OUR LANSING BUILDING TRADES COUNCIL. BUD FOWLER OF THE FOWLER ELECTRICAL COMPANY IS SECURING THE ELECTRICAL MATERIALS FOR THE PROJECT, AND THE APPRENTICESHIP PROGRAM HAS TAKEN OVER THIS PART. PART OF THE PLUMBING MATERIALS HAVE BEEN LINED UP AND ROSS MOFFITT IS WORKING ON THE REST. AFTER A LOT OF WORK PERTAINING TO LUMBER AND OTHER SUPPLIES, IT FELL BACK ON THE SHOULDERS OF BOB RYAN AND MYSELF, AND WE HAVE SECURED ABOUT HALF OF THE MATERIAL NEEDED AT THE PRESENT TIME. HAROLD MINGUS AND ROSS MOFFITT WILL WORK WITH DICK HICKS ON THE COMMUNITY NURSERY WHILE I AM GONE. HAROLD MINGUS HAS THE APPRENTICESHIP PROGRAM FROM THE CARPENTERS' UNION ALL SET FOR THIS PROJECT AND THEY HAVE ALREADY DONE SOME WORK.

FOR THE COMING YEAR WE WANT TO HAVE AN ACTIVE LABOR MANAGEMENT COMMITTEE THAT WILL MEET AT LEAST FOUR TIMES.

I WANT TO DEVELOP COME AND SEE TOURS, LABOR MANAGEMENT INSTITUTE MEETINGS, AND I WILL NEED HELP IN THIS PROGRAM. I WILL FOLLOW THROUGH ON EACH CASE FOR THIS IS THE MOST VALUABLE INFORMATION FOR OUR COMMUNITY RELATIONS PROGRAM. NO NAMES, HOWEVER, ARE EVER USED.

TOM BORST

MAY 1955

A.F. OF L. STAFF REPRESENTATIVE





REPORT: May 5, 1955  
OSCAR WADE  
CIO LABOR STAFF

UNITED COMMUNITY CHEST  
LABOR PARTICIPATION  
COMMITTEE

AS IT IS UNDERSTOOD BY ME, LABOR STAFF WAS ESTABLISHED AT THE CHEST LEVEL TO CARRY OUT THE STATED PROGRAMS OF THE CIO AND A.F. OF L. IN COMMUNITY SERVICE WORK AND FOR PURPOSES WHICH MIGHT BEST BE EXPLAINED BY A REVIEW OF CERTAIN STATEMENTS PERTINENT THERETO.

TO QUOTE FROM REVEREND GEORGE SELWAY, WHO WAS CHAIRMAN OF THE LABOR STAFF COMMITTEE ESTABLISHED TO LOOK INTO THE FEASIBILITY OF LABOR STAFF, "LABOR STAFF WOULD INTERPRET THE AGENCIES TO THE PEOPLE, WOULD BE PERSONS FOR REFERRAL, WOULD BE CALLED AND WOULD ASSIST IN REFERRALS, WOULD ANSWER QUESTIONS AS THEY AROSE." ACCORDING TO RICHARD HICKS ON THE STAFF FUNCTION IN HIS SUGGESTIONS FOR THE ESTABLISHMENT OF THE LABOR PARTICIPATION COMMITTEE, . . . . "IT WAS NECESSARY TO ESTABLISH A SPECIAL PROGRAM DESIGNED TO CONTACT A LARGE SEGMENT OF OUR POPULATION - NAMELY, ORGANIZED LABOR GROUPS, A.F. OF L AND CIO. SUCH A PROGRAM IS DESIGNED TO INTERPRET TO A LARGER PORTION OF OUR SOCIETY THE SERVICES OF THE AGENCIES AND HOW THEY SHOULD BE USED. THE PROGRAM TO BE SUCCESSFUL MUST ADEQUATELY INTERPRET THE VALUES OF THE AGENCIES AND BRING ABOUT A MAINTENANCE OF OUTSTANDING SUPPORT. IT IS DESIGNED ALSO TO BRING MEMBERS OF THIS GROUP INTO SERVICE IN ASSISTING THE AGENCIES, BOTH ON BOARDS OF DIRECTORS AND VOLUNTEERS IN PROVIDING SPECIFIC SKILLS IN CARRYING OUT THE PROGRAMS OF RESPECTIVE AGENCIES." FOLLOWING IS THE INTERPRETATION OF DUTIES AND PURPOSES SO OUTLINED BY THE CIO ON A STATE AND NATIONAL LEVEL: TO PROMOTE A BETTER UNDERSTANDING AMONG MEMBERS OF CIO OF THE SERVICES AVAILABLE THROUGH THE AGENCIES OF THE COMMUNITY CHEST; TO PROMOTE AND CONDUCT THE CIO COMMUNITY SERVICES PROGRAM DESIGNED TO ACQUAINT MEMBERS OF ORGANIZED LABOR WITH SERVICES EXISTING IN THE COMMUNITY; TO OPERATE AS LIAISON BETWEEN THE CHEST AND THE AGENCIES AND THE ORGANIZED LABOR GROUPS; TO PROMOTE AND ENCOURAGE THE GREATER SUPPORT OF CHEST AND AGENCIES THROUGH THE ANNUAL APPEAL FOR FUNDS; AND TO SERVICE AND ASSIST THE MEMBERS OF CIO AND OTHER CITIZENS IN CASE OF NEED FOR SERVICES.

AS EVIDENCE OF IMPLEMENTATION OF THE FOREGOING I SUBMIT THE FOLLOWING REPORT OF ACHIEVEMENTS:

1. INTERPRETATION OF AGENCY SERVICES HAS BEEN ACCOMPLISHED THROUGH -
  - A) ATTENDANCE AT DOMESTIC UNION MEETINGS AND PERSONAL CONTACTS WITH KEY UNION LEADERSHIP.
  - B) NUMEROUS PICTURES AND NEWS STORIES IN THE LANSING LABOR NEWS AND ALL STATE JOURNAL POSSIBILITIES.
  - C) CONDUCTED ONE "COME-AND-SEE" TOUR OF TOP UNION PERSONNEL. PICTURES WERE TAKEN ON THE TOUR AND SOME HAVE BEEN USED IN PUBLICITY.
  - D) DEVELOPED THE FIRST OF A SERIES OF "RED FEATHER" LETTERS FOR MASS DISTRIBUTION TO CIO MEMBERSHIP PIN-POINTING SPECIFIC AGENCY SERVICES.
2. COMPLETED TWO COUNSELLOR TRAINING SESSIONS IN WHICH SELECTED MEMBERS LEARNED OF SERVICES AND ARE EQUIPPED TO BE OF SERVICE TO FELLOW MEMBERS. GRADUATED NINETEEN COUNSELLORS IN DECEMBER AND WILL GRADUATE FIFTEEN ON MAY 10. (A COPY OF COVERAGE OF LOCAL UNIONS IS PROVIDED). THESE COUNSELLORS ARE OF GREAT ASSISTANCE IN IN TURN INTERPRETING SERVICES TO FELLOW WORKERS AND IN MAKING DIRECT REFERRALS TO AGENCIES, THUS RELIEVING THE LOAD OF CENTRAL REFERRAL.



3. HELD LAST SEPTEMBER - THE ANNUAL CIO-CSC COMMUNITY SERVICES INSTITUTE WHICH BROUGHT TOP UNION PEOPLE TOGETHER WITH AGENCY PERSONNEL ON A PERSONAL CONTACT BASIS. THE INSTITUTE SERVED ALSO TO POINT UP THE IMPORTANCE OF THE AGENCIES AND GAVE THE AGENCY PEOPLE AN OPPORTUNITY TO LEARN OF OUR CIO PROGRAM.
4. WORKING, FUNCTIONING COMMUNITY SERVICES COMMITTEES WERE ESTABLISHED IN TWO LOCAL UNIONS AND IN THE CIO COUNCIL. THE COUNCIL COMMITTEE HAS DONE AN OUTSTANDING JOB IN UNDERTAKING AND SUCCESSFULLY COMPLETING FOUR MAJOR PROJECTS DURING THE PAST YEAR. TWO OF THESE PROJECTS WERE A SURVEY AND REPORT OF CONTACT WITH THE WELFARE DEPARTMENTS OF INGHAM, CLINTON, SHIAWASSEE, AND EATON COUNTIES RE: REGULATIONS AND CRITERIA FOR ASSISTANCE, ETC., AND THE NATIONAL CIO-COMMUNITY SERVICES COMMITTEE PILOT PROJECT OF RETIRED WORKERS.
5. IN REGARD TO AGENCY BOARD REPRESENTATION, WE HAVE ESTABLISHED OR REALIGNED CIO REPRESENTATION TO PROVIDE FOR MEMBERSHIP ON THREE MORE IMPORTANT BOARDS - NAMELY, RED CROSS, MENTAL HEALTH, AND MICHIGAN CHILDREN'S AID. IN ADDITION, IT IS WELL TO NOTE HERE, ALSO, THAT THE CHAIRMAN OF ONE LOCAL UNION COMMUNITY SERVICES COMMITTEE HAS IN THE PAST YEAR BEEN CHOSEN AS PRESIDENT OF THE BOARD OF ANOTHER IMPORTANT AGENCY.
6. YOUR CIO STAFF REPRESENTATIVE HAS HANDLED MORE THAN 200 REFERRALS FOR SPECIFIC AGENCY SERVICES. THIS FIGURE DOES NOT INCLUDE THE DIRECT REFERRALS MADE BY CIO COUNSELLORS THEMSELVES.
7. SUPPLEMENTARY WORK INCIDENT TO THE ABOVE PROGRAMS INCLUDED THE PREPARATION OF TWO DIRECTORIES FOR THE USE OF CIO COUNSELLORS; A MANUAL FOR USE WITH THE PRE-RETIREMENT FORUM PHASE OF THE RETIRED WORKERS PROGRAM; A REPORT OF THE WHOLE RETIRED WORKERS PROJECT IN LANSING; AND THE DESIGNING AND PRODUCTION OF A SPECIAL POSTER USED TO DIRECT ATTENTION TO THE COUNSELLOR PROGRAM IN THE PLANTS.

#### STATEMENT OF PROGRAM FOR THE COMING YEAR

IN ORDER TO EXPAND OUR PROGRAM AND TO FURTHER THE PURPOSES REFERRED TO TO A GREATER DEGREE, PLANS FOR THE COMING YEAR ARE PRESENTED BELOW:

1. A FURTHER DEVELOPMENT OF THE RETIRED WORKERS' PROGRAM, PARTICULARLY IN RELATION TO THE DROP-IN-CENTER PHASE AND THE PRE-RETIREMENT FORUMS.
2. WILL ESTABLISH NEW PROJECTS FOR THE CIO COUNCIL-COMMUNITY SERVICES COMMITTEE.
3. WILL INSTITUTE A TRAINING SERIES FOR GRADUATE COUNSELLORS DESIGNED TO PERPETUATE INTEREST AND TRAIN FOR AGENCY BOARD MEMBERSHIP.
4. WILL WORK TOWARD ESTABLISHING CSC COMMITTEES IN MORE LOCAL UNIONS.
5. WILL ATTEMPT TO EXPAND CIO REPRESENTATION ON AGENCY BOARDS.
6. WILL CONDUCT A FALL CIO-CSC INSTITUTE.
7. PLAN FOR THE INITIATION OF THE FIRST CIO-CSC GENERAL MEETING TO INCLUDE THE REAL TOP PEOPLE IN UNIONS AND IN THE COMMUNITY TO PROVIDE FOR A BETTER MUTUAL UNDERSTANDING AND RELATIONSHIP.
8. WILL CONDUCT TWO MORE SERIES OF COUNSELLOR TRAINING CLASSES, WITH EMPHASIS ON EXPANDING PARTICIPATION TO SOME OF THE SMALLER PLANTS.



9. WILL ARRANGE FOR A SUMMER "COME-AND-SEE" TOUR.
0. WILL CONTINUE TO WORK WITH THE INTERNATIONALS AND LOCALS TO ESTABLISH THE PRINCIPLE OF "CO-PARTNERSHIP" WITH THE COMPANIES IN CAMPAIGN PLANNING AND PARTICIPATION IN SOLICITATION.
1. WILL PROVIDE FOR THE SELECTION OF SELECT LOCAL UNION MEMBERS TO ATTEND THE ONE WEEK EXTENSIVE COMMUNITY SERVICES TRAINING INSTITUTE AT PORT HURON SUMMER SCHOOL.
2. WILL ASSIST AT CAMPAIGN TIME IN TROUBLE SPOTS AND IN ORIENTATION AND ORGANIZING TO PROVIDE FOR BETTER PARTICIPATION OF CIO MEMBERSHIP.

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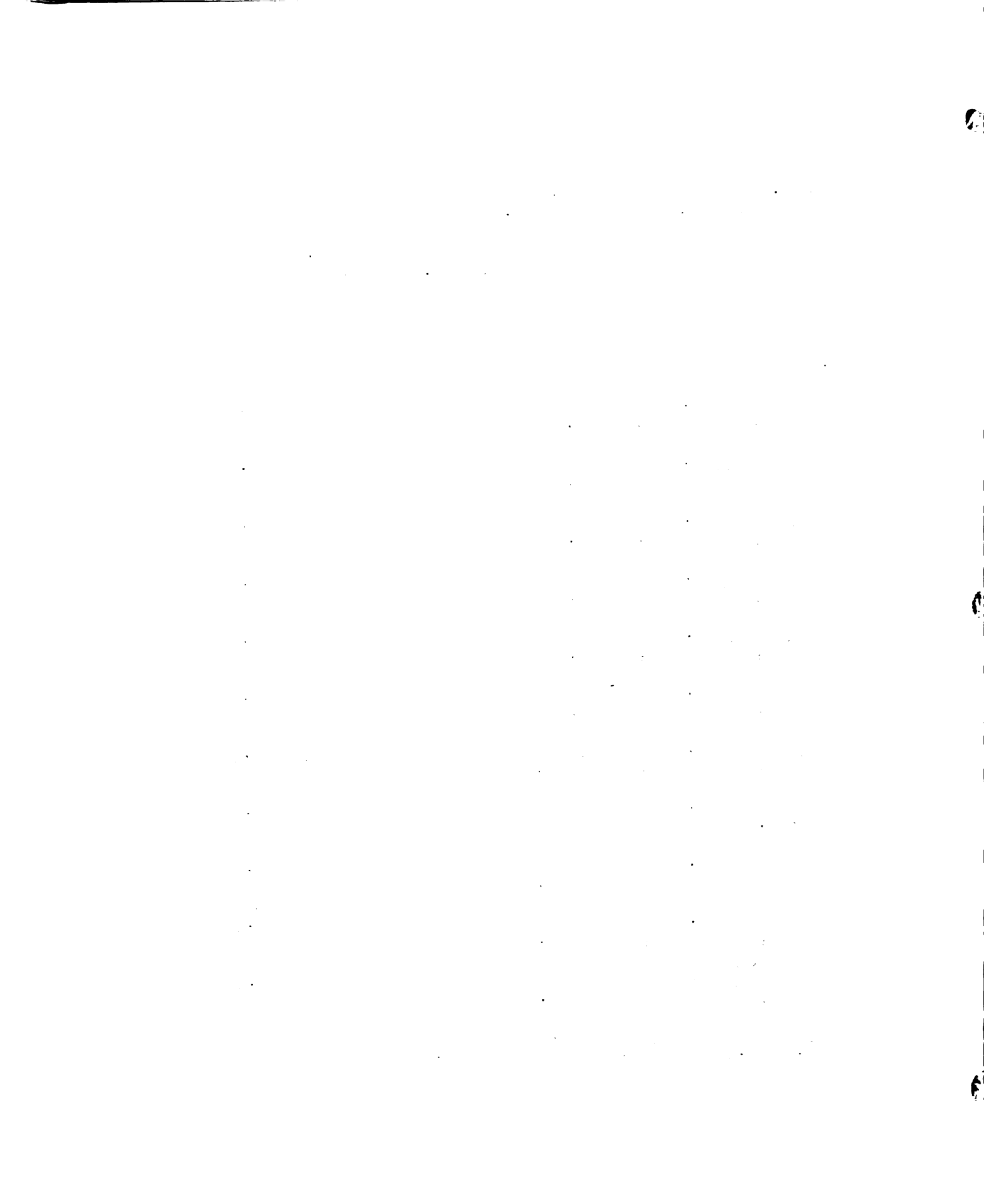
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