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Development of Union Counseling in the Congress of Industrial Organizations

Robert Edward West

Loyola University Chicago

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DEVELOPMENT OF UNION COUNSELING IN THE
CONGRESS OF INDUSTRIAL ORGANIZATIONS

by

Robert Edward West

A Thesis Submitted to the Faculty of the Graduate School of
Loyola University in Partial Fulfillment of the
Requirements for the Degree of Master of
Social and Industrial Relations

February
1957
LIFE

Robert Edward West was born in Chicago, Illinois, January 10, 1916.

He was graduated from De La Salle High School, Chicago, Illinois, June, 1934, and from Loyola University, February, 1952, with the degree Bachelor of Science in Education.

During World War II, from December, 1942, through February, 1946, the author served in the United States Army. Six months of this time was served in the European Theater of Operations.

After graduation from high school, the author was employed in the United States Post Office, Chicago, Illinois until March, 1937. At this time, he took a position as Accountant and Purchasing Agent for U.S. Industrial Chemicals, Inc., Chicago, Illinois. In February, 1941 he left this company to take a position as Accounting Clerk in the Field Accounting Group of the United States Steel Corporation, South Works, Chicago, Illinois. In February, 1956, the author was transferred to the Industrial Engineering Division, at South Works, as a Methods Engineer. He began his graduate studies at Loyola University in February, 1952.
PREFACE

The author wishes to express his thanks to all those members of the Community Services Organization of the American Federation of Labor and Congress of Industrial Organizations who were kind enough to fill out questionnaires and give of their time for personal interviews pertinent to the subject matter of this thesis. The author also wishes to express thanks to his family for the patience and consideration extended to him while completing this study.
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CHAPTER I
INTRODUCTION

Statement of the Problem

How and in what manner labor unions are interested in the well being of their membership above and beyond such commonly known and popularly accepted "bread and butter" matters of more direct import to labor leaders and their constituents as wages, hours and fringe benefits is basically the problem with which this paper shall concern itself. It is a fact that this facet of union activity, generally speaking, has been somewhat overshadowed and relegated into the background by the more nationally publicized events attendant to strikes, walkouts and contract negotiations.

Importance

It is significant that union activities directed towards concern for the union member as an individual having problems over and above those directly connected with his job are an important source of desirable relations between the union and its members. It would of necessity enlarge the scope of the importance of the union in the eyes of the member and, so to speak, bring the union out of the plant and into the home in a more integral and personal manner.

With regard to the more common union interests indicated above, it is not inconceivable that an impasse or point of stagnation might be reached at some future date. If this should prove to be the case, union practices of
the type to be treated of in this thesis would tend to bolster and sustain
the union organization.

**Limits of Study**

This study will be limited to one phase of union welfare activity, i.e.,
union counseling. It will be further limited to union counseling as effected
and established under the direction and auspices of the Community Services
Committee of the original Congress of Industrial Organizations and as con-
tinued under jurisdiction of the same committee presently operating as an in-
ternational committee of the merged American Federation of Labor and Congress
of Industrial Organizations. However, actual development of the program,
which is the subject matter of this thesis, in reality took place prior to the
merger and under the jurisdiction of the original Congress of Industrial Or-
ganizations.

**Previous Investigations**

In seeking written source information on the subject of this paper, a
careful study was made of reference and general resources of the Chicago Pub-
ilic Library, Main Branch; the John Crerar Library of Chicago; the Library of
South Works, United States Steel Corporation and the libraries of both the
University of Chicago and Loyola University. The assistance of professional
library personnel was sought and obtained at the Crerar Library, at United
States Steel and at the University of Chicago. All pertinent indexes were
checked; included among them the Index to Labor Articles, the Industrial Arts
Index and the list of Trade Union Publications. Bibliographic information
was also sought from direct union sources. All of these efforts pertinent to
formal written matter brought negative results, hence it is a considered opinion that previous investigations in the field of union counseling on a formal basis are non-existent.

Hypothesis

It is the purpose of this study to trace the development of union counseling programs in the Congress of Industrial Organizations, to determine the nature and scope of training programs employed and the quality thereof and to thereby determine whether or not the counseling program is an effective instrument of union welfare work and a creditable adjunct to union activity in the direction of human relations.

Sources Used

Written source material for this paper, in the absence of previous investigations of a formal nature and of published books on the subject, was obtained chiefly from printed publications, pamphlets and manuals pertinent to the counseling program and published principally by the Community Services Committee of the Congress of Industrial Organizations. This information was supplemented with personal interviews with local union personnel connected with the program and through written communication in the form of letters of inquiry directed to union officials and two questionnaires. One of these questionnaires was designed to develop information on a number of points to be covered by the thesis and the other was prepared primarily with the intent of developing statistical information, in moderate detail, as to the scope of the program as developed in diverse areas of the United States including eastern, mid-western and western geographical locations. While the sampling
taken in connection with these questionnaires was not large and was by no means all inclusive, it was directed towards locales where the program has been established for varying lengths of time and with varying degrees of success. It is felt that the sampling is both valid and representative. As an additional source of information the writer personally took one of the locally sponsored union counseling courses.

Methods

On April 3, 1956, a letter of inquiry\(^1\) was mailed to Mr. George Meany, President of the American Federation of Labor and Congress of Industrial Organizations. Mr. Meany referred this letter to Mr. Leo Perlis, Director, Committee on Community Services. Mr. Perlis replied promptly sending much of the basic written source material mentioned above as well as a list of nine persons associated with the counseling program throughout the country. He subsequently added seven more names to this list\(^2\) and suggested that further inquiry concerning the program be made of these sixteen people. Accordingly on June 5, 1956 a letter of inquiry and an accompanying questionnaire\(^3\) was sent to each of the individuals on the initial list of nine. A total of five written replies were received including an abundance of pamphlets and publications used in connection with the union counseling program. In addition to the written responses, there was one reply by telephone from the local community services representative. This gentleman suggested

\(^1\) See Exhibit I, p. 58.
\(^2\) See Table I, p. 5.
\(^3\) See Exhibit II, p. 58.
<table>
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<tr>
<th>Representative</th>
<th>Organization</th>
<th>Location</th>
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<tr>
<td>3. William C. Lightner</td>
<td>Community Chest</td>
<td>1001 Huron Road, Cleveland, Ohio.</td>
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<tr>
<td>6. Charles J. Harding</td>
<td>Welfare Federation</td>
<td>729 S. Figueroa St., Los Angeles, Cal.</td>
</tr>
<tr>
<td>7. Joseph H. Mohler</td>
<td>Council of Social Agencies</td>
<td>137 E. State St., Columbus, Ohio.</td>
</tr>
<tr>
<td>8. Beatrice Kersten</td>
<td>Community Chest &amp; Council</td>
<td>404 S. Eighth St., Minneapolis, Minn.</td>
</tr>
<tr>
<td>9. Alfred W. Wagner</td>
<td>Welfare Federation of Newark</td>
<td>796 Broad St., Newark, N.J.</td>
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TABLE I (CONTINUED)

LIST OF COMMUNITY SERVICES REPRESENTATIVES CONTACTED ON UNION COUNSELING AS RECOMMENDED

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<th>Representative</th>
<th>Organization</th>
<th>Location</th>
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<tr>
<td>15. Francis R. Lyons</td>
<td>United Fund</td>
<td>211 George St., New Brunswick, N.J.</td>
</tr>
<tr>
<td>*16. Angelo G. Calisti</td>
<td>United Fund</td>
<td>602 Greenwood Ave., Trenton, N.J.</td>
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* No reply received.

that arrangements be made for a personal interview with him at a convenient time for the purpose of supplementing information already received. This interview was completed on October 10, 1956. With the telephone reply, there were a total of six responses out of nine original inquiries and questionnaires mailed out. On September 25, 1956, a second questionnaire was mailed to individuals one to nine inclusive on Table I with an accompanying letter. 4 Subsequently this same questionnaire and letter was sent to individuals ten

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4 See Exhibit III, p.55.
to sixteen inclusive in seeking a better sample, and to accommodate Mr. Perlis' addition of seven names to his original list. This latter communication was sent out October 6, 1956. It will be noted that the second questionnaire repeats some of the questions and points covered in the first questionnaire. It was hoped that this practice would serve the purpose of affording a check on previous information received as well as creating the possibility of adding to that information in the event replies would be received from persons not answering the first questionnaire. As it turned out, such proved to be the case. A total of eight responses were received on this second questionnaire from both the September 25th and October 6th mailings.

For purposes of analysis and comparison, an effort was made to determine what two other major union organizations had done in the field of union counseling. These two organizations were the American Federation of Labor, prior to merger, and the United Mineworkers of America. These organizations together with the Congress of Industrial Organizations, prior to merger, comprise by far and large the bulk of the labor movement in the United States. In pursuit of this objective, letters of inquiry were addressed to Mr. John L. Lewis, President, United Mineworkers and Mr. Seymour Brandwein, Economist, American Federation of Labor. Mr. Lewis' letter, which was dated April 3, 1956, was subsequently answered by Mr. Willard P. Owens a legal representative of the Mineworkers, under date of April 24, 1956. Mr. Brandwein replied personally in a letter dated October 9, 1956. The essence of both of

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5 See Exhibit IV, p. 57.
6 See Exhibit V, p. 58.
these replies will be discussed in Chapter IV of this thesis.

**The Approach**

Germain to an understanding of the present program of union counseling, as being practiced under the jurisdiction of the American Federation of Labor and Congress of Industrial Organizations, is an appreciation of its founding or origin as well as its professed objectives. Accordingly, Chapter II of this paper will treat of the historical aspects of the program as a function originating under the general welfare arm of the original C.I.O. known as the Community Services Committee.

Essential to the successful realization of any program, dependent upon human interest and ingenuity, is the quality of its leadership and the ability of that leadership to inspire followers who will maintain continuity of purpose and effective employment of knowledge and ability directed towards the attainment of the avowed objectives of the program. Hence, Chapter III will deal with established training programs and standards as pertinent to the union counseling program. Included in this chapter will be an account of the author's experience as derived from actual participation in one of these training programs.

Chapter IV will deal with the results of findings concerning the activities of other large union groups in the field and the final chapter will be devoted to an overall appraisal of the program and its accomplishments in fulfillment of the stated hypothesis.
CHAPTER II
HISTORICAL ASPECTS - OBJECTIVES

Definitions

Frequent reference will be made, throughout this thesis, to the Community Services Committee of the Congress of Industrial Organizations. This committee, under direction of which, the union counseling program is conducted and fostered, is a special branch of the international union concerned directly with the health, welfare and recreational needs of the union membership. The counseling program is one of the functions appropriate to this committee, its objective is to assist the group in the realization of its stated purpose. This is accomplished through the medium of specially trained counselors who perform a unique service of referral as intermediaries between the union membership and various health, safety, welfare and special services that are available to them as citizens. The International Community Services Committee has its counterparts in lower echelons of the union organization. 7 Broadly speaking, the aims of this committee also include the development of representation on boards of national and local agencies dealing in welfare work, participation in community chest campaigns and overseas relief work.

7 See Figure I, p. 10.
FIGURE I

GRAPHIC PRESENTATION AUTHORITY FLOW COMMUNITY SERVICES
History of Community Services

During the year 1941, when, as it would seem, half of the world was at war and the other half was in the process of preparing for it, Philip Murray, then President of the Congress of Industrial Organizations created what was known as the War Relief Committee, forerunner of the present Community Services Committee. It was the basic function of the War Relief Committee to serve as a distributing agency for C.I.O. This function was performed with respect to assistance of a material nature rendered to victims of oppression resulting from Nazism, Facism and other ideologies opprobrious to the C.I.O. as a liberal organization professing and believing in democratic principles of government.

During these years of war, C.I.O. locals as well as city and county industrial union councils were swamped with requests for donations from all sorts of social services and organizations. It was not uncommon, at this time, for a local union to receive, during a single week, fifteen or twenty letters requesting contributions to various local and national war relief services. C.I.O. was not alone among large national organizations to be so harassed, in fact, multiple solicitation, canvasses and collections had become a national problem of growing proportions.

A nation wide effort towards reducing special wartime appeals to one major drive or campaign resulted in the organization of the National War Fund. The purpose of this fund was to bring about some sort of administrative

orderliness in the handling and budgeting of funds raised under its direction for allocation to various national war time appeals. The C.I.O. War Relief Committee was one of the participants of the National War Fund. This committee maintained a national and field staff to develop its program through regional offices with headquarters in New York City. The established purpose of this committee was to develop a federated method of fund raising, broaden the participation of labor on agency boards and committees in local communities and to increase the use of social services by union membership. It was in this final objective that we have the germination and nucleus of the union counseling program.

The end of the war resulted in the termination of the National War Fund as an organization. C.I.O., however, recognized an inherent value in continuing this service, of social benefit, to its membership. The big union therefore sought, through negotiations with Community Chests and Councils of America, central information and field service for about twelve hundred local community chests, to establish itself on a permanent basis in the area of social welfare. It was approximately at this time that union counseling programs were organized under the jurisdiction of the National Community Services Committee, which was formed to replace the War Relief Committee. Administration of these programs was diffused through lower echelons of the union organization, i.e., county and city industrial union councils.

An original plan was worked out whereby this committee, which was and is today responsible to the International Union's Executive Board and Officers was established as the instrument that made it possible for the union to maintain an independent voice and full time office in the area of social
welfare.

Co-incidentally Community Chests and Councils organized a Labor Participation Department. The staff of this new department was to be appointed by labor unions for the purpose of carrying out a labor program, while, simultaneously, it would be administratively responsible to Community Chests and Councils. This, in effect, was a partnership between C.I.O. and the largest representative group of social agencies in the country.

By way of follow up on this program, C.I.O. staff representatives were added to the local community chest and united fund organizations. C.I.O. staff representatives are usually individuals who devote full time to union activity of a more or less specialized nature. Staff representatives may be assigned special duties pertinent to political activity or to a more than ordinary organizing campaign. Their counterparts in management organization would be supervisors withdrawn from routine duties and placed on "special assignment." Staff representatives may or may not be on the union payroll. In the instance of the welfare agency labor representatives, they are not on the union payroll but rather on that of the welfare agency itself.

Organization

There are five levels on which the Community Services Committee operates. This may not always be true because of limitations of time, money and staff, but generally speaking it represents how community services committees operate in most instances.

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10 Carney, pp. 22-23

11 See Figure I, p. 10 and Table II, p. 14.
### TABLE II

**FIVE LEVELS ON WHICH COMMUNITY SERVICES COMMITTEES OPERATE**

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<thead>
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<th>Description</th>
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<tbody>
<tr>
<td>I.</td>
<td>National Community Services Committee.</td>
</tr>
<tr>
<td>II.</td>
<td>Community Services Committee of State Councils or Federations.</td>
</tr>
<tr>
<td>III.</td>
<td>The Community Services of Local County or City Councils or Federations.</td>
</tr>
<tr>
<td>IV.</td>
<td>Community Services Committee in the Local Union.</td>
</tr>
<tr>
<td>V.</td>
<td>Community Services or Departments within the International Unions.</td>
</tr>
</tbody>
</table>

Appointments to the National Community Services Committee are made by the International President of the union. These appointments are usually announced at the annual convention of the international group. The number of members comprising the National Community Services Committee varies and has, at times, been composed of seventeen to twenty members, expanding as necessary to accommodate representatives from various international affiliates. There may follow a considerable expansion of this committee if and when A.F.L. Internationals elect to participate in the program. The National Committee usually holds three or four meetings per year, alternating between New York and Washington.

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12 Carney, pp. 22-23.
On the direct payroll of the National Committee are the National Director and a clerical staff. The Chairman of the Committee is usually an official of one of the affiliated internationals, frequently he is an international president.

National Staff Representatives of the Committee were four, under the original C.I.O. organization. They were likewise members of the Labor Participation Department of Community Chests and Councils. These people were appointed by the National Community Services Committee.

The community services committees of the state industrial union councils and federations and county and city councils or federations are responsible for coordination of the policies as established by the National Committee at the state, county or city level, as the case may be.

Still further down the organizational chain and at the "grass roots" level is the local union community services committee. This is the basic unit and the hub around which the community services program, in general, rotates. The local union committee provides membership people who are interested in union counseling, who, in the opinion of the committee, would be competent persons to participate in the program and partake of its training facilities. This training program, as we shall see in a later chapter, is conducted under the auspices of the state, county or city body in their responsibility as coordinators of national policy.

Objectives of Community Services

Community services is an integral part of the entire union program. It is comparable in importance from the viewpoint of the international union to such programs as those connected with collective bargaining, political action
and education and research. Community services functions as one of the main pipelines of service to the individual rank and file union member. The union likes to regard the counseling program as part of its multiple approach to the social and economic programs that it considers to be of vital concern to the American Labor Movement. It also likes to consider the program as an instrument providing a bridge over troubled times that frequently beset the average American workingman and his family. As such, it provides a kind of insurance against serious interruption of progress towards improved living conditions as well as the raised standards of living that are the overall and often stated general objectives of the labor movement.

The fundamental difference between community services and other major segments of the union program is that it does not limit its interest to "on the job" conditions but rather takes a human relations approach concerning itself with the personal, family and health problems of the individual member both on and off the job.

In line with an expressed interest in the individual union member as an individual personality, having individual problems and following therefrom, logically, community services also concerns itself with the welfare of the community as a whole and as an important part of the union member's environment.

In support of this general theme, Mr. George Meany, President of the American Federation of Labor and Congress of Industrial Organizations, had some pertinent remarks to make in a speech delivered on the occasion of the First Annual Community Services Conference, following the merger, at the Willard Hotel in Washington, D.C. He stated in effect, that the theory that
every person may always be able to meet his personal needs in entirety through individual resources should be emphatically rejected. He further stated: 
"There are those who believe that it is just unfortunate if some citizens fall behind. They maintain that social services are a foreign importation from Europe, we can't agree with this thinking." Meany went on to praise the work of voluntary social agencies and services. He pointed out the need to help those persons unable to cope with daily problems. In doing so, Meany warned against permitting the government to "...take over all details of our life." The state must never rule supreme. In emphasizing that community cooperation does not exist in a totalitarian state, the President said: 
"Democracy is a community venture."

On the same occasion, Mr. William F. Schnitzler, Secretary Treasurer of the American Federation of Labor and Congress of Industrial Organizations spoke along these lines, he stated: "...the union was no compact or selfish group." He further stated substantially that the united labor movement was interested in the affairs of the total community, and in improving health and welfare for all segments of its population. In support of his contention, Mr. Schnitzler asks the question: "How can we live in our community without giving, through our interests and energy, substance to its life?"

In these statements and expressions of attitude we have the thinking that seems to pervade throughout the community services organizations down to the lowest echelons. These quotations are from mimeographed excerpts of speeches made by the gentlemen quoted.

Couched, perhaps, in more specific terms the objectives of the union counseling program are detailed in Table III on the following page.
**TABLE III**

**SPECIFIC OBJECTIVES OF COMMUNITY SERVICES**

**UNION COUNSELING PROGRAM**

<table>
<thead>
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<th>I.</th>
<th>Get health and welfare services for AFL-CIO members.</th>
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<tr>
<td>II.</td>
<td>Build new services for unmet needs.</td>
</tr>
<tr>
<td>III.</td>
<td>Obtain AFL-CIO representation on agency boards and committees.</td>
</tr>
<tr>
<td>IV.</td>
<td>Special programs.</td>
</tr>
</tbody>
</table>

In consideration of the first goal, the program seeks to acquaint union membership and their families with the community's social agencies. Through the counseling activities, union members with out-plant problems are referred to the community's health and welfare services. The second objective is to cooperate with other community groups and individuals in meeting new needs, creating new services, helping to solve community problems and building new facilities. The third aim is to see that organized labor is fairly represented on the boards and committees of voluntary social agencies. Union social services must be, if they are to be truly democratic, representative of the entire community. This point was specifically emphasized in the speech of Mr. Schnitzler mentioned above. The fourth and final goal of the

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Ibid., pp. 27-28.
program is to carry out, on a year around schedule, basic programs of community service to meet special needs of local union members. Such programs include blood banks, strike assistance, program for retired workers, services for the un-employed and similar routine and special health and welfare programs as the need arises within the local union or the community.

Briefly we might state these objectives in terms of the union's desire for a better community, i.e., the merging of the strength and resources of the union with those of other representative groups to provide more adequate health and welfare services. Then again we might state the objectives in terms of the union's desire for a stronger organization, i.e., its membership needs health and welfare services just as they require adequate take home pay. They need to know what services are available to them and how to take advantage of them. In this sense a good community services program of counseling may be properly considered as a "bread and butter" program.
CHAPTER III

TRAINING

Importance

Essential to the perpetuation and continued success of any project, such as the union counseling program, is the existence of a nucleus of well trained, interested people. These individuals must be willing and able to work as a team to foster and promote the endeavor. Their efforts in this direction should be based upon their own sincerity of purpose and their belief in the worth and value of the movement. It is the purpose of the union counselor training program conducted by the community services committees, usually at either the city or county level to achieve this aim. In the pages that follow, an effort will be made to outline how this objective is realized.

Flexibility of Training Program

Rules and policies governing the training of counselors throughout the country must, of necessity, be flexible. For example, there would be little purpose in conducting a course in workman's compensation in a state that does not have a workman's compensation law. Even the nature of the laws may affect the manner in which the course is presented. The approach to a health and safety program of training in a state where such laws are strong and rigidly enforced would necessarily be different than in a state where such laws are lax and poorly enforced.

Policies of welfare agencies also differ greatly in various areas of the country. Hence, it may be readily seen and agreed that training courses
dealing with so many variables must be tailor made in order to be truly effective. No real purpose would be served in trying to detail all courses that are presented under the direction of community services, in as much as they all tend to follow a given pattern of presentation. Instead, a few of the better known and more frequently presented courses will be elaborated upon to demonstrate the nature and manner of presentation.

Qualifications of Union Counselors

Appropriate at this time might be a discussion of the qualities sought in the potential union counselor and how such potential counselors are selected. Further, at this time, it might be well for the reader to become familiar with some of the factors that the counselor may be called upon to deal with.

Community services people feel that the potential union counselor should be an active union member and not just the card carrying, dues paying, non-participating passive type. In their view, the union counselor should be an individual who takes an active part in local union meetings and is a union booster in his community. Obviously he must believe in his union, and further than that he must believe in the vital role of trade unionism in a free society. He should be a person who believes and knows that unions are an indispensable part of a democratic society, consequently, the ideal counselor would be a person interested in all phases of his local union affairs.

The union counselor is a representative of his union, he becomes a

14 See Table IV, p. 22.
TABLE IV

MATTERS CHARACTERISTICALLY DEALT WITH BY UNION COUNSELORS IN SPECIFIED FIELDS

I. UNION COUNSELING, GENERAL.

1. Out-plant health and welfare problems of workers and the health and welfare problems of the community as a whole.

2. Refer workers in need of help to appropriate public and private agencies.

3. Assist in planning plant wide health and welfare services, and education campaigns to acquaint members with agency services available to them.

4. Encourage union members to take an active part in their own home communities on neighborhood health and welfare problems and projects.

5. Work with local union committees to promote union support for improvements in local, state and national welfare services.

II. WORKMAN’S COMPENSATION

1. See to it that all workers who are injured, or become ill, in the course of their employment get full benefit under state compensation and occupational disease laws, if any.

2. Assist in educating union membership on their rights under these laws.

3. Maintain contact with attorneys specializing in workman’s compensation cases, and with the State Industrial Commission.

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15 Levine and Lotz, pp. 15-16.
IV. MATTERS CHARACTERISTICALLY DEALT WITH BY UNION COUNSELORS IN SPECIFIED FIELDS

4. Keep union membership informed of weaknesses in the law and needed changes.

5. Represent the union if necessary on union-management workman's compensation committee.

III. HEALTH AND SAFETY

1. Receive reports from union members on all dangerous and unhealthful conditions in the plant and take action through proper authority, either union or management to have condition corrected.

2. Take every opportunity to educate membership on health and safety codes.

3. Keep members informed about needed changes in state industrial safety and health laws.

4. Know how and when to get in touch with representatives of the State Department of Labor.

5. Represent the union, if necessary, on any joint union-management safety committee or project.

channel through which the local union renders a specialized service to its membership. The attitude with which the counselor accepts this responsibility and the manner in which he works with his fellow employees and union members who stand in need of his service and the way in which he interprets the community services committee program to social agencies becomes a matter of more than just individual concern. It is the direct concern of the union
because the counselor represents and speaks for his local. As a sort of bridge between the union and the social agency, the counselor is in an excellent position to serve his fellow members, to see that they get help on personal and family problems. In this position the counselor can do much to interpret social work to his union members and trade unionism to the community's social agencies and workers.

It should be emphasized that it is not the purpose of the community services committee to train social workers. Social work is a highly specialized field requiring highly trained professional people and community services makes no pretext of attempting to replace social workers with union counselors. The counselor does not give advice or counsel on personal matters. He merely provides qualified direction and assists persons in securing expert professional attention with a minimum of delay and confusion. In brief, the union counseling program is a well developed and well qualified referral service.

Selection for Counselor Training

Persons meeting the qualifications outlined above are generally encouraged by union officials in the local union to participate in the program. Frequently union counselors themselves interest friends, who they feel are qualified and interested in counseling work. The program is purely voluntary and counselors receive no compensation for their work and people selected must appreciate this fact as well as be willing to give freely of their own time. The union will, however, compensate members who lose time and pay from their jobs because of counseling activities, including training, at
their regular rate of compensation. Immediately prior to the offering of a particular course, an appropriate announcement might appear in the union newspaper, on plant bulletin boards allotted to union information or notification might be conveyed by word of mouth via the job union officials such as shop stewards.

Education is not a prime factor in making selections for or screening individuals for counseling training. More concern is directed towards the person's demonstrated record of union activity and his potential towards continued interest and activity in the program. While education is not a prime factor, as stated above, the prospective counselor must be able to read and write intelligently as well as have the correct personality traits and habits so as to enable him to speak sympathetically and effectively with clients.

Selection of Instructors for Training Courses

Discussion leaders, as instructors are called, are usually union staff representatives attached to the Labor Participation Department of the local community fund or united fund. They are paid by the welfare agency. The fact that they have reached this level in the union organization is indicative of more than ordinary participation in union affairs. They may or may not have special educational qualifications. Here again, education is not a prime factor. In fact, it might be more correct to label these individuals coordinators rather than instructors, at least in many instances. As will be seen in course descriptions to follow, much dependence is placed upon "source persons" especially qualified in the particular field or fields being covered by the course. It would be unfair to generalize on a matter of this sort, as many of the discussion leaders are highly qualified by virtue of
their personal experiences in the field and direct and active association with the program.

Nature and Scope of Courses Offered

Courses offered under the jurisdiction of the Cook County Community Services Committee are primarily in three main areas: Union Counseling, Health and Safety Counseling and Workman's Compensation. In addition, on a less frequent basis, the following courses are offered: Advanced Union Counseling, Board Membership, Spanish Language Union Counseling and under proposal is a new course entitled Preparation for Retirement. However, as stated above under "Flexibility of Courses," titles and contents vary with different sections of the country. The author took the Health and Safety Course personally; details of which will be presented later in this chapter.

The courses normally comprise eight sessions, and again this may vary considerably, each session ordinarily being about two hours long. Formal written homework is not required in most cases. Participants in each course are supplied with abundant literature concerning the subject being studied, and are encouraged to read same. Any points or questions raised as a result of these readings are discussed at subsequent class sessions. Formal or written examinations are usually not held. Graduation requirements generally entail attendance at a given number of sessions held.

Courses follow a stated schedule and the prospective counselor is quite often given such a schedule at the first session. These schedules sometimes approach the quality of a formal syllabus. 16

16 See Exhibits VI and VII, pp. 59 & 61.
Various source persons are obtained from social agencies, government agencies and at times even from management. Courses are often highlighted by special films pertinent to the area being covered as well as by charts and other visual education aids.

The course offered in union counseling is very often of the survey type, touching lightly upon most areas with which the prospective counselor will deal, while other courses concerned with health and safety and workman's compensation, special legal problems, etc. are more specific.

To acquaint the reader with the nature of recommended teaching procedure, there follows a summary of recommendations concerning the second session in a course in union counseling as specified in the Teaching Manual used in the New York City locale.

The purpose of the session is to devote its entirety to a consideration of child welfare services, taking the precaution to guide the discussion over and above merely an inventory of child care facilities. It is felt, in fact, that the existence of community facilities to diagnose and treat the health and welfare problems of children can be better understood if class members have some idea of how the child develops, why he sometimes encounters difficulties in growing up and other related subjects. It is the objective of this session to answer some of these questions. Other questions to be answered are: What is the course of healthy personality development? What home factors are essential to the social and emotional growth of the child?

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17 See Table V, p. 28.
18 Carney, p. 54-65.
### TABLE V

**SPECIFIC POINTS COVERED BY UNION COUNSELING COURSE AS OFFERED IN NEW YORK CITY AREA**

<table>
<thead>
<tr>
<th>SESSION</th>
<th>Specific Points</th>
</tr>
</thead>
<tbody>
<tr>
<td>I</td>
<td>The community services program. What is union counseling? What is social work, social welfare?</td>
</tr>
<tr>
<td>II</td>
<td>Normal child growth and development. Community child care, facilities and services.</td>
</tr>
<tr>
<td>III</td>
<td>What is meant by counseling, case work, interview? Local family welfare services and agencies.</td>
</tr>
<tr>
<td>IV</td>
<td>Public assistance.</td>
</tr>
<tr>
<td>V</td>
<td>Local agencies providing supplementary and emergency help. Social security.</td>
</tr>
<tr>
<td>VI</td>
<td>Workman's compensation. Unemployment compensation.</td>
</tr>
<tr>
<td>VII</td>
<td>Community hospital and medical care services. Recreation and leisure time services and facilities.</td>
</tr>
<tr>
<td>VIII</td>
<td>Social planning and financing voluntary agencies. The functions of a union counselor.</td>
</tr>
</tbody>
</table>
What constitutes good child-parent relations? What other people and forces influence the child's development in addition to his parents? Then finally the discussion evolves into a treatment of such fundamental matters as what child facilities exist in the particular community involved, where they are located, what kind of services they offer, what the eligibility requirements are and how they are financed. Outlined, herewith, of course are merely the highlights of what is covered in the two hour session. Undoubtedly one or more trained agency source person would be utilized.

An example of one of the more specialized training courses is that offered in the Cleveland area entitled, Graduate Course on Legal Problems. Local attorneys are used in the presentation of this course all of whom are specialists in the various branches of the law.

Details of Course Offered on Health and Safety Locally

With the long range objective of writing on the subject of Union Counseling, the author took the course on the subject of Health and Safety as offered locally to obtain first hand information on the manner of presentation.

Announcement of the intended offering of the course was noted in the local union newspaper of the United Steelworkers Local Union No. 65. Formal written notification of intent to take the course is usually filed with the local union office and this notification includes such basic information as name, address, telephone number, plant occupation, etc. Prospective students are then notified by mail to report for class at a particular time and place.

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20 See Table VI, p. 30.
TABLE VI

GRADUATE COURSE ON LEGAL PROBLEMS OFFERED BY
CLEVELAND INDUSTRIAL UNION
COUNCIL

DATES: January 24 - April 24, 1956

<table>
<thead>
<tr>
<th>Date</th>
<th>Topic</th>
<th>Presenter</th>
</tr>
</thead>
<tbody>
<tr>
<td>Jan. 24</td>
<td>The need of legal information for Union Counselors</td>
<td>Lightner</td>
</tr>
<tr>
<td>Jan. 31</td>
<td>Property ownership, divorce</td>
<td>Attorney C. Barger</td>
</tr>
<tr>
<td>Feb. 7</td>
<td>Laws for women workers, court procedure</td>
<td>Attorney J. Bravo</td>
</tr>
<tr>
<td>Feb. 14</td>
<td>Legal Aid Society, debtor's trustee</td>
<td>Attorney J. Costello</td>
</tr>
<tr>
<td></td>
<td>Conciliation Court</td>
<td></td>
</tr>
<tr>
<td>Feb. 21</td>
<td>Income tax, social legislation</td>
<td>Attorney S. Tople</td>
</tr>
<tr>
<td>Feb. 26</td>
<td>Social Security Administration</td>
<td>Pazol</td>
</tr>
<tr>
<td>Mar. 6</td>
<td>Personal injury, garnishments</td>
<td>Attorney C. Hasenflue</td>
</tr>
<tr>
<td>Mar. 13</td>
<td>Civil defense</td>
<td>Pokorny</td>
</tr>
<tr>
<td>Mar. 20</td>
<td>Wage and Hour Law</td>
<td>Attorney P. Stark</td>
</tr>
<tr>
<td>Mar. 27</td>
<td>Unemployment compensation</td>
<td>Smith</td>
</tr>
<tr>
<td>Apr. 3</td>
<td>Installment buying, small loans</td>
<td>Attorney A. Fink</td>
</tr>
<tr>
<td>Apr. 10</td>
<td>Workman's compensation</td>
<td>Attorney C. Brown</td>
</tr>
<tr>
<td>Apr. 17</td>
<td>&quot;</td>
<td></td>
</tr>
<tr>
<td>Apr. 24</td>
<td>To be announced</td>
<td></td>
</tr>
</tbody>
</table>

ANNUAL BANQUET -- THURSDAY, MAY 10, 1956

ANNUAL TRIP TO PARMADEALE -- TO BE ANNOUNCED
which, in the case of the writer, happened to be January 12, 1955 at 8:00 p.m. in the Local 65 Union Hall.

There were about thirty-five people taking the course representing a good cross section of the United Steelworker locals in the Chicago-Calumet area. The general atmosphere and environment was anything but academic. The hall was a typical union meeting place and gave ample evidence of rugged and frequent usage. The chairs were of the folding steel type and afforded no writing area. The walls of the hall were decorated with large portraits of top union officials, among them Philip Murray and David MacDonald, and also framed local union charters. The lighting and ventilating facilities were adequate. Smoking was permitted and the course was conducted on the basis of an open forum or discussion, with appropriate reservations in time made for lectures delivered by guest speakers or "source persons" as they are called. Literature directly pertinent to each session was passed out to the members of the class at dismissal time. There were a total of seven sessions involved in this particular course and each session started promptly at 8:00 p.m. and adjourned equally promptly at 10:00 p.m. This interval was broken by a ten minute recess, roughly at the half way point of each session. Attendance records were kept by the Discussion Leader. There was a course fee of four dollars per student paid by each local union concerned to the Cook County Industrial Union Council for the purpose of defraying the expense of incidentals connected with the course such as counselor buttons, counselor identification cards, counselor certificates, etc. The Discussion Leader for this course was a staff representative of the C.I.O. on the payroll of the local
Community Chest, Labor Participation Department. He originally owed his union fealty to the United Auto Workers.

Union members, taking the course, belonged to a number of different steelworker locals in the area, as mentioned above, they likewise represented a cross section of virtually all segments of steel mill operations including laborers, maintenance people of both skilled and semi-skilled status, as well as skilled and semi-skilled personnel connected directly with mill production such as crane operators, machine operators and many others. In addition, mill clerical functions were well represented.

General procedure for each session was to have a few introductory remarks by the Discussion Leader, the lecture by the source person, a question and answer period and a general discussion period. During the discussion period, members of the class would frequently cite particular incidents, pertinent to the specific class material being covered at the time, connected with their own personal experiences. Questions brought to light as a result of these experiences were either answered by the source person or by some well versed member of the class, subject to correction or modification by the Discussion Leader. The Discussion Leader made every effort, and with considerable success, to inspire spirited class participation. The above was occasionally supplemented by moving pictures or visual aids on related subject matter.

A class schedule for the entire seven sessions was passed out at the opening session. The Discussion Leader began this session by filling out

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21 See Table VII, p. 33.
TABLE VII

COOK COUNTY INDUSTRIAL UNION COUNCIL C.I.O.
HEALTH AND SAFETY COURSE #1

Classes beginning Wednesday, January 12, 1956, 8:00 to 10:00 p.m., for 7 consecutive Wednesdays. United Steelworker's Hall, 9008 S. Commercial Avenue, Chicago.

FIRST SESSION
Why is the CIO interested in health and safety training? Why union safety courses? Benefits under workman's compensation after an injury? How do we start a safety program? What resources have we? Present contract clauses?

Discussion Leader: Paul Iacocino

SECOND SESSION
What is industrial hygiene? What is an industrial health hazard? Is there a relationship between hygiene and safety hazards? What are the Illinois Codes on locker rooms, rest rooms, eating facilities? What can we do to avoid industrial diseases where dangerous substances are present?

Resource Person: Representative from the Illinois Department of Labor, Industrial Hygiene Division.

THIRD SESSION
How can good plant housekeeping contribute to worker's health and safety? What are the best ways of keeping and storing materials? What do we do about waste products, unsafe floors and walks? The Illinois Codes? Plant inspection?

Resource Person: Representative from the Illinois Department of Labor, Factory Inspection Division.

FOURTH SESSION
How can we guard dangerous machinery? What are the most effective methods? What are the codes on machinery guarding? Visual education techniques? First aid?

Resource Person: Representative from the Illinois Department of Labor, Education Unit. Motion picture on machinery guarding.
TABLE VII (CONTINUED)

COOK COUNTY INDUSTRIAL UNION COUNCIL C.I.O.
HEALTH AND SAFETY COURSE #1

FIFTH SESSION
Management responsibility for health and safety? Union responsibility?
National Safety Council, state and community councils? Other resources on
health and safety?

Resource Person: Representative from the National Safety Council.

SIXTH SESSION
How does a Labor-Management Safety Committee operate? What experiences have
we had in some of our local unions? Developing safe and adequate behavior?
Health and safety on a contractual basis?

Resource Person: CIO local union representatives.

SEVENTH SESSION
How are benefits and services established? How were these programs estab-
lished? How are benefit rates adjusted and services expanded? Who con-
trols the adjustment?


GRADUATION REQUIREMENTS: Five sessions attended out of seven.

COURSE FEE: $4.00 per student paid by the local union.

DISCUSSION LEADER: Paul Iaccino.

the formal class record card for each individual member of the class. He
then briefly went over the history of the community services program in gen-
eral and union counseling in particular in much the same manner as outlined

22 See Exhibit VIII, P. 63.
in Chapter II of this thesis. The next matter treated of in this first session was why the C.I.O. is interested in safety training for local unions. It was pointed out that this interest was prompted because of loss of earning power on the part of union members and the number of disabling injuries that occurred and not infrequently even death and family problems resulting therefrom. All of this was properly supported with appropriate statistics. Details of what is revealed by many accident analysis reports was discussed indicating that there has been general failure on the part of management to correct unsafe and unhealthful conditions and further that laws concerning these matters are weak and ineffective and inadequately enforced. How the union can organize for safety at the local level was outlined. Private and public agencies dealing in matters of health and safety were named and their specific functions dealt with.

The second session concerned itself with the subject of industrial hygiene. The source person was a representative of the Illinois Department of Labor, Industrial Hygiene Division. Under discussion at this session were such problems as what industrial hygiene is, what an industrial health hazard is and the relationship between the two. A list of industrial hazards was submitted to the class members as well as the type of industry where such hazards are generally found. Preventative measures regarding industrial and occupational diseases were discussed. Class members were invited to mention hazards connected with their own particular occupations and a spirited discussion ensued.

The third session was addressed by a member of the Illinois Department of Labor, Factory Inspection Division as a source person and the principal
subject discussed was the prevention of industrial accidents and disease through good housekeeping in the plant. This session was supplemented by an excellent movie edited by the National Safety Council on the subject of good housekeeping.

The fourth session was devoted to more visual education, in the form of films, on modern methods of guarding machinery and the types of injury that result from improper guarding. Another film elaborated on modern first aid techniques appropriate to most plant accidents. The resource person for this fourth session was a representative of the Illinois Department of Labor, Education Unit. Machine guarding techniques, as employed in the steel industry, were discussed in some detail and the discussion was individualized when class members brought up their own personal experiences in this regard.

The fifth session concerned itself with responsibility for health and safety at all levels, management, union and state as well as federal government. The Discussion Leader had originally invited the Director of Safety, South Works, United States Steel Corporation to address the group as a source person, however, he was called out of town and was unable to keep his appointment. As a substitute, the source person was a member of the National Safety Council.

The sixth session dealt with the functions of the Joint Labor-Management Safety Committee. The resource person was a member of the Plant Safety Committee of South Works, United States Steel. A lengthy but inconclusive discussion took place at this session concerning the practice of management in excluding a union member representative at individual accident investigations.

The seventh and final session was devoted to a resume of what had trans-
pired before and in what practical manner health and safety matters in the plant can be dealt with by members of the class as union counselors. The Discussion Leader conducted this session. Members were invited again to ask questions and clear up any matters of doubt that might still be lurking in their minds. Announcements were made concerning the graduation program to be held at a later date. All members successfully completing the course, i.e., attendance at five sessions out of seven, were urged to be present with their families.

Graduation from the course was cloaked with some considerable ceremony and importance. A banquet was held at which entertainment was provided. 23 Formal certificates were presented, on this occasion, to each graduating member of the class; each member was likewise presented with a button and 24 identification card. Thus the prospective counselor's student days came to an end and his career as an active counselor began. However, prior to beginning that career, and as a part of the graduation ceremony the student was required to take the Union Counselor's Pledge. 25

Where Do Clients Come From?

Armed with a certain amount of learning and properly identified by his distinctive badge and pledged to confidence in dealing with clients, the counselor is now prepared to deal with clients. The counselor is in an uniquely advantageous position in that, in most cases, he is an on the spot

23 See Exhibit IX, p. 64.
24 See Exhibit X, p. 65.
25 See Figure II, p. 38.
I pledge my services to all persons who seek my assistance on problems affecting their health and welfare.

My services will extend to all my fellow union members and my neighbors, regardless of their race, creed or color.

I shall respect all personal matters confided to me and shall never betray confidence.

I shall never seek personal profit through the services I am able to give my fellow union members and to the community.

I shall do my best to support and strengthen the community services program in my own local union and in the C.I.O. as a whole.

I will always seek to increase my knowledge and understanding so that I may better serve the needs of my union and the community in which I live.

FIGURE II

C.I.O. UNION COUNSELOR'S PLEDGE

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26 Levine and Lotz, p. 8.
worker. The interview may take place during a lunch period at work, or if this is impractical, definite arrangements may be made for an out of plant appointment. Union counseling activities do not take place during actual working hours as such would be a violation of collective bargaining agreements. Otherwise individual members seeking to avail themselves of counseling service may contact any union official and thereby be referred to a counselor. It should be again emphasized that union counselors do not attempt to extend professional advice to union members, but rather seek to determine the nature and scope of the problem at hand, through directive type or pattern counseling. Once determined, the problem and the client are referred to the proper agency for professional attention. The union counselor functions as an intermediary seeing that the client receives proper direction to the end of a minimum loss of time and discomfort to the union member and his family. The counselor may or may not make out a written report on the cases handled, dependant somewhat on the nature and complexity of the case involved. Such reports, if made, are usually formalized on specific forms with copies for local or city or county community services committees.

Follow-up

What happens to the counselor after his formal training and graduation? Does his training, other than by way of practical experience, end there? After graduation, each counselor is provided with a manual that contains all of the basic information that he needs to know with respect to where and how to get in touch with various agencies. This manual is up to date as of his

27 See Exhibit XI, p. 66.
graduation time. The local community services committee or some individual designated by the committee advises each counselor by mail of all changes in laws pertaining to welfare, health and safety, workman's compensation, etc. Meetings of counselor groups are held at regular intervals at which time verbal and written reports concerning cases handled are made. Any questions concerning the problems are resolved at these meetings or referred for consideration to proper authority. A report concerning the number of cases handled and the type may be printed in local union publications. The "Local 65," publication of the United Steelworker's Local at South Works, United States Steel has a column entitled "Union Counselor Notes" in which such a report is printed each month. A printed summary of the above mentioned meetings are sent to each counselor. The publication "Community Service" published by the Labor Participation Department of the United Community Funds and Councils of America is mailed quarterly to union counselors. This little publication keeps the counselor abreast of national developments of the community services program.
CHAPTER IV
OTHER UNIONS AND UNION COUNSELING

Distribution of Union Membership

In the original plan for this paper, and prior to any research being done, it was intended to compare and analyze what other major unions in the United States were and are doing in the field of union counseling. The first concern, to this end, was to determine what unions comprised the bulk of union membership in the country for the purpose of establishing what might be considered a valid sample.

Accordingly, the United States Department of Labor, Bureau of Labor Statistics was contacted locally in an effort to obtain the latest available figures on union membership, the results are listed below in Table VIII.

TABLE VIII
DISTRIBUTION OF UNION MEMBERSHIP IN THE UNITED STATES, 1954

<table>
<thead>
<tr>
<th>Union</th>
<th>Membership</th>
</tr>
</thead>
<tbody>
<tr>
<td>American Federation of Labor</td>
<td>10,234,000</td>
</tr>
<tr>
<td>Congress of Industrial Organizations</td>
<td>4,827,000</td>
</tr>
<tr>
<td>Unaffiliated</td>
<td>1,657,000</td>
</tr>
<tr>
<td><strong>Total U.S. Membership</strong></td>
<td><strong>16,718,000</strong></td>
</tr>
</tbody>
</table>

As may be seen at a glance, the greatest percentage of people belonging to unions in the year 1954 were connected with either American Federation of Labor or Congress of Industrial Organizations affiliates. The part played by the C.I.O. in the field has been discussed at some length in the preceding chapters. It remains then to determine what the A.F.L. has done in the field and perhaps one of the major unaffiliated unions. In fulfilling the latter aim, it was decided to contact the United Mineworkers as being one of the more prominent unaffiliated unions.

American Federation of Labor

In the process of contacting C.I.O. Community Services Representatives in various parts of the country, it was decided to make inquiries of them concerning possible A.F.L. activity in connection with counseling in their area, with the purpose of substantiating results of a more direct inquiry made of Mr. Seymour Brandwein, Economist of the A.F.L.

The C.I.O. inquiries brought negative replies in every case indicating no A.F.L. activity in the direction of union counseling in their areas.

Mr. Brandwein's reply agreed with those of C.I.O. people. He stated, in substance, that the A.F.L. did not have a formal program for training special students as union counselors along the lines of the program of the C.I.O. Community Services Group. However, the A.F.L. did make some effort to familiarize their business agents with available community welfare services. This effort was generally realized in inviting welfare agency representatives.

29 See Exhibit V, p. 58.
30 See Table IX, p. 50.
to speak at union meetings, in organized tours of welfare agencies and in
some cases the organization of labor-management committees on community ser-
VICES.

United Mineworkers of America

The letter mentioned in Chapter I addressed to Mr. John L. Lewis
brought a reply from Mr. Willard P. Owens, Counsel for the United Mineworkers
at Washington, D.C. Mr. Owens stated that the Mineworkers likewise do not
have a formal union counseling program. However, they do provide a service
regarding workman's compensation laws in that the U.M.W. Districts have de-
partments whose function it is to process workman's compensation claims. In-
dications are, however, that this service is made available through ordinary
processes of union communication, i.e., through local union officials, and
the function performed by the departments mentioned is substantially a cler-
ical one.

Other Unaffiliated Unions

It is entirely possible and, in fact, quite probable that services along
the lines mentioned by Messrs. Brandwein and Owens are offered by other
unions in the United States. Likewise, it is quite possible that some of
these unions may offer counseling service to their members. However, it is
felt it may be safely claimed that the only counseling program in the United
States involving and servicing any appreciable segment of union membership in
the country is the one originated by the C.I.O.

31 See Exhibit IV, p. 57.
CHAPTER V
CONCLUSIONS

In Review

An effort has been made in the preceding pages of this thesis to ex-pound, in some detail, upon the various facts and factors pertinent to the origin of and early interest in the area of social and welfare work, as evidenced by the initial activities of the C.I.O. in this particular field. Special stress was placed, of course, upon the evolution of the union counseling program as an outstanding and essential phase of this overall development of welfare work on the part of the union. The professed objectives of the program were cited and in support thereof public pronouncements of top union officials were mentioned. As essential to the continued sustenance and success of the program, the Community Services Committee's policies concerning education, training and follow-up practices, with respect to potential and graduate counselors, was considered. The unique and pioneering aspects in the field by C.I.O. were pointed out in treating of activities of the A.F.L. and U.M.W. in this regard. It now remains to conclude how successful the program has been and what its prospects are for the future.

The Foundation

Necessary to a successful program in any regard is a solid foundation upon which to build. As pointed out in Chapter I, the initial steps taken by the C.I.O., in the direction of social and welfare work, were taken during
the war years. Frequently movements started under the abnormal conditions attendant to wartime are critically lacking in qualities of stability and perpetuity. Very often such programs possess little in the way of sincerity of purpose and substance in that they are based insecurely upon spontaneity and fervor engendered by national war time activity, and, in effect, propaganda designed to achieve just such a result.

Because of its association with such an era, one might look, with some justification, upon the early C.I.O. welfare program in a cynical manner. Some of the above mentioned motivations might have inspired this early welfare effort of the C.I.O., however, there is nothing that this writer encountered in his research that could be considered, in any way, as evidence of such an attitude upon the part of the C.I.O. leaders responsible for the program.

It is a fact that the C.I.O. leaders recognized and considered its work in this field as important, and saw to its continued operation upon the termination of the war and gave the program their continued and undiminished support. It is likewise a fact that the program has continued to prosper and expand throughout the organization and in all parts of the country where the C.I.O. is established. In the words of Mr. Leo Perlis, Director of Community Services, there were twenty-five thousand graduated union counselors, in the year 1955, in about one hundred communities. All of this certainly does not evidence a weak foundation, a "war bubble" or a lack of sincerity of purpose. Therefore, it may be reasonably concluded that the counseling program had a

32 See Table IX, p. 50
solid origin and was built upon a solid foundation.

The Objectives

Certainly very little issue can be taken with objectives that seek for their aim a better community. Further than that little dispute can be developed over objectives that aim at more adequate health and welfare services. As a human relations objective it is undeniably desirable to work towards a better and stronger union through relieving the membership of the many pitfalls commonly associated with domestic insecurity growing out of unsolved out-plant problems through the efforts of an intelligent union counseling referral service. An insecure union member is not a good union member.

Community Funds, Community Chests, Welfare Funds however they are known are organizations dedicated to public well being and supported by individual contributions of private citizens, industry, labor organizations and other groups concerned with public welfare. As such, their activities are subject to close scrutiny both on the part of the respected and trusted individuals who associate their names in a voluntary way with these various funds and the many individuals and groups who contribute funds to these agencies. Whatever is paid out by these funds is subject to criticism from many different angles and sources. C.I.O. Staff Representatives, who are responsible for the training, and to a large measure, the continuity of the counseling program are paid from funds assigned for the administration of these welfare enterprises. It is testimonial to the worthiness of the program of counseling, as well as evidence of the degree of labor participation in these programs, that this situation concerning the union representatives has been allowed to continue
without substantial or effective criticism. The labor movement, as such, has
been subject to much criticism and condemnation over the past years. In view
of this fact, these staff representatives could not hope to remain in their
present status unless the welfare funds could establish adequate evidence of
labor participation therein. Coincidentally these funds are dedicated to a
better community and more adequate health and welfare services, one of the
overall objectives of community services mentioned above. As to the second
objective, it can be stated factually that the program, growing out of the
original War Relief Committee and receiving its first start in 1944, with re-
spect to actual union counseling, has expanded and is today flourishing
twelve years later. It is also a fact that the program has been well enough
thought of by the merging A.F.L. and C.I.O. to be incorporated in the new
constitution of the merged unions as a permanent union program. It is there-
fore concluded that both of these stated overall objectives have been met and
the outlook for the future is promising.

The Training

Educatively the training program is basically sound. The discussion
leaders seek and obtain authoritative persons who are qualified in the various
areas covered by the courses. Because of their dual responsibility both to
labor and community agencies, the discussion leaders are in an advantageous
position from the standpoint of being qualified leaders in the field of wel-
fare and qualified as union instructors in this area. The training program
does not seek to or pretend to train professional counselors in the academic
sense, but wisely limits itself to familiarizing its counselors with available
health and welfare services and the most expeditious way in which to use them.
Adequate follow-up is maintained, counselors are kept advised, both through written circulars and periodically held meetings and conferences. Ample props are used in the conduct of the courses such as visual aids in the form of appropriate films and charts as well as adequate literature and publications pertinent to the welfare field. A proper and well developed psychological effect is employed in formal graduation and certification ceremonies. While reliable statistics in support are not available, local staff representatives state that active participation in the program of counseling is maintained by about one third of those persons participating in the courses. In the courses conducted locally, a relatively high percentage of the people starting the courses complete them. The estimate ranges between ninety to one hundred per cent, and this was definitely true of the course taken by the writer.

It is felt that the courses might be more effective if the meeting place of the class presented a more suitable environment, this of course with regard to the training situation experienced by the author. It is likewise believed that there should definitely be facilities provided for writing, and note taking should be encouraged. Further if an examination were to be given at the end of the course, possibly of the objective type, it might give the student counselor more of the "feel" of being a student and of having completed a course in formal instruction. Another suggestion might be that more care and discrimination in the selection of potential counselors might have the end result of lending greater value to the program in the eyes of the membership as a whole. Ideally, the writer feels, they should be people who are respected by their fellow workers, perhaps because they are leaders of
the informal groups such as those who tend to take the reigns of leadership in extra plant activities, social affairs, sports or perhaps those individuals who are respected because of their know-how on the job. Such individuals would tend to lend prestige to the program both in the eyes of the union membership as well as management.

Scope of Program

The reader will note, from information detailed on Table IX on the following page, that union membership figures quoted represent approximately twenty per cent of the total C.I.O. membership. This should take into consideration making allowances for the area wherein the membership figure is not given. Appraisal of the areas represented will indicate a fairly comprehensive representation of varied geographical locations including, as it does, eastern, mid-western, southern and far western areas. Comparing the total union membership and the total number of trained counselors, it can be seen that there is one trained counselor for each hundred members. Factoring this figure by three, to accommodate the estimate given of about one third of the trained counselors remaining active in the program, we arrive at a figure of one trained active union counselor for every three hundred members. In either event, the ratio is not prohibitive, when the relatively small number of cases handled in relation to the potential is considered.

This appraisal of the scope of the program reveals a weakness in the lack of formal records kept, approximately a little over ten per cent. It would seem that such records would prove invaluable in providing an accounting of progress, or lack of it, to administrators of the program as well as an
### TABLE IX

**SCOPe OF UNION COUNSELING PROGRAMS**

<table>
<thead>
<tr>
<th>Location</th>
<th>Union Members in Area</th>
<th>Program Started (Year)</th>
<th>Counselors Trained per Yr.</th>
<th>Trained to Date</th>
<th>Ratio 1 per Count Counselor</th>
<th>Formal Records Kept</th>
<th>Cases per Year</th>
</tr>
</thead>
<tbody>
<tr>
<td>Alabama</td>
<td>75,000</td>
<td>1955</td>
<td>94</td>
<td>188</td>
<td>400</td>
<td>500</td>
<td>1000</td>
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<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>California</td>
<td>100,000</td>
<td>1948</td>
<td>150</td>
<td>1200</td>
<td>83</td>
<td>0</td>
<td>2200</td>
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<tr>
<td>Los Angeles</td>
<td></td>
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<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Illinois</td>
<td>200,000</td>
<td>1945</td>
<td>320</td>
<td>3500</td>
<td>50</td>
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<tr>
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<tr>
<td>Ohio</td>
<td>100,000</td>
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<td>1000</td>
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<td>Minnesota</td>
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<td>100</td>
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<tr>
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<td>55,000</td>
<td>1956</td>
<td>122</td>
<td>122</td>
<td>451</td>
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<td>Camden</td>
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<tr>
<td>New Jersey</td>
<td>125,000</td>
<td>1950</td>
<td>40</td>
<td>240</td>
<td>521</td>
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<tr>
<td>New Jersey</td>
<td>12,000</td>
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<td>50</td>
<td>180</td>
<td>80</td>
<td>**</td>
<td>500</td>
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<td>Pennsylvania</td>
<td>20,000</td>
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<td></td>
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<tr>
<td><strong>Totals</strong></td>
<td>731,000</td>
<td>1036</td>
<td>7670</td>
<td>1000 Avg. 1766</td>
<td>10107</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

* One union counselor per given number of union members.  
** Answer not supplied.

An excellent source of training material. Neither of these desirable ends would necessitate violating the confidential nature of the records.

**General Conclusions**

The thought that should be reckoned with, as a result of this study, is
the fact that the huge A.F.L.-C.I.O. Union had dedicated itself to a program
in the area of social welfare, paralleling its other major interests such as
collective bargaining and political action. This program recognizes the union
member as an integrated human being, living in and having problems in a com-
munity of which both he and his union are a part. The welfare and counseling
program can and should be an important source of desirable public relations,
and area in which most unions are notoriously weak. In view of these facts
in may be safely stated that the counseling and welfare program is indisput-
ably a creditable adjunct to the union movement.
EXHIBIT I

April 3, 1956

Mr. George Meany, President,
AFL-CIO Building,
901 Massachusetts Avenue, N.W.,
Washington 1, D.C.

Dear Mr. Meany:

I am in the process of doing some research under the direction of the Faculty of Loyola University, Institute of Social and Industrial Relations pertinent to the subject of Union Counseling. It is my purpose to establish what some of our more important unions are doing relative to counseling their membership with respect to rights they possess under state public health and safety and workman compensation laws as well as counseling service of a general nature concerning everyday family problems, if such service is provided by the union. This research is being done as a thesis requirement towards a Master's Degree in Industrial Relations.

Large corporations have gone to some lengths to make known their efforts in regard to counseling their employees and I would like to show what some of our larger and more progressive unions have done and are doing in this regard. To this end I would especially appreciate any assistance and guidance you could offer me with respect to what your own outstanding labor organization is doing in this field. I would particularly appreciate bibliographic references and pamphlets or other AFL-CIO publications that may be pertinent in whole or in part. I would, of course, be happy to pay any mailing costs that might be involved.

Knowing that you are interested in furthering the cause of labor, I do not feel the least bit hesitant in asking your aid in successfully completing this project which will tend to emphasize a hitherto not much publicized facet of the labor movement. In appreciation for any attention you might care to direct to this matter, I am,

Sincerely,

/s/ Robert E. West,
10026 S. Carpenter,
Chicago 43, Illinois.

P.S. Please address any communications to my home address as listed herewith rather than to Loyola, which would only delay my receiving them.
EXHIBIT II

June 5, 1956

Mr. Edward B. Crzell
Community Chest,
930 Edgemont Avenue,
Chester, Pennsylvania.

Dear Sir:

I am endeavoring to write a thesis on the subject of Union Counseling
with the approval and under the supervision of the Institute of Social and
Industrial Relations, Graduate School, Loyola University, Chicago, Illinois.

In seeking background information, I recently addressed a letter to
Mr. George Meany, President, AFL-CIO. Mr. Meany referred my communication
to Mr. Leo Perlis, Director, Committee on Community Services. Mr. Perlis
very kindly sent me a quantity of valuable information that I will be able
to use to advantage in writing my paper. Mr. Perlis also gave me your ad-
dress and suggested that I contact you for further information that might be
of assistance to me. Accordingly, I am taking the liberty of addressing this
inquiry to you in the hope that it will receive the same prompt and courteous
response already received from Messrs. Meany and Perlis.

In order to acquaint you with the type of information I am seeking, I
am attaching hereto a brief summation of some of the points I hope to cover
and questions I shall endeavor to answer in my paper.

Rest assured that any information you might care to send me will be more
than gratefully received. I will be pleased to defray mailing or other costs
that might be entailed. Thanking you for any interest you might care to
direct to this matter, I am,

Sincerely,

/s/ Robert E. West,
10026 South Carpenter,
Chicago 43, Illinois

* Similar letters addressed to fifteen other persons included on Mr. Perlis' list. See Table I, pages
EXHIBIT II

QUESTIONNAIRE

POINTS TO BE COVERED ON THESIS - SUBJECT: UNION COUNSELING

I. A historical synopsis of the background, formation of Community Services Committee and development of same to present day with particular reference to part played by union counseling, will be included. Anything you might be able to furnish towards this end such as excerpts of notes from conventions, bibliographic references, etc., or anything you might happen to know personally would be very helpful.

II. Any type of information that will reflect the value of the union counseling program to your union membership will be very helpful, such as:

   A. Any written data on rank and file reaction to the program.
   B. Total union membership serviced by your organization.
   C. What is the average number of people counseled for any given period of time such as week, month, etc.?  
   D. Do you keep formal records on people counseled, if so, what kind?
   E. Statistical information available as to the nature and scope of your counseling program.

III. Do you know of any other major union, not affiliated with AFL-CIO, having a union counseling or comparable program? If so, what union?

IV. Do your personnel providing instruction to rank and file membership in union counseling have particularly outstanding qualifications? If so, what do you consider those qualifications to be?

V. Do you have any syllabus or course information on counseling or related subjects offered by your organization?
EXHIBIT III

September 26, 1956

Mr. Edward B. Orzell,*
Community Chest,
930 Edgemont Avenue,
Chester, Pennsylvania

Dear Sir:

You may recall that I wrote you in June of this year relative to a thesis I am writing on the subject Union Counseling, under the direction of the Faculty of the Institute of Social and Industrial Relations, Loyola University, Chicago, Illinois upon referral by Mr. Leo Perlis of the AFL-CIO Community Services Committee.

I would be extremely grateful if you would be kind enough to complete the enclosed questionnaire for which I am enclosing a stamped self-addressed envelope. This questionnaire is designed to assist me in arriving at some general conclusions as to the scope of the counseling program in this country. Your considered estimates will more than suffice in each case. You will note that there are only six questions all of which may be answered with one or two words each. Thank you for your cooperation. A prompt reply will aid me to meet a fast approaching deadline.

Sincerely,

Incls. 1

/\a/ Robert E. West,
10026 S. Carpenter,
Chicago 43, Illinois.

* Similar letters addressed to fifteen other persons included on Mr. Perlis' list, See Table I, pages
EXHIBIT III

QUESTIONNAIRE

I. What is the total union membership in the area under your jurisdiction?

II. Estimated number of counselors trained under Community Services training programs in your area, per year (average)?

III. Approximately when did the counseling program start in your area (date)?

IV. Did the American Federation of Labor have a formal counseling program in effect in your area, prior to merger?

V. Approximately what percentage of cases handled by your counselors have formal records kept on them?

VI. Roughly how many cases, per year, average are processed?
EXHIBIT IV

April 3, 1956

Mr. John L. Lewis, President,
United Mineworkers of America,
U.M.W. Building,
900 - 15th Street, N.W.,
Washington 5, D.C.

Dear Mr. Lewis:

I am in the process of doing some research under the direction of the Faculty of Loyola University, Institute of Social and Industrial Relations pertinent to the subject of Union Counseling. It is my purpose to establish what some of our more important unions are doing relative to counseling their membership relative to rights they possess under state public health and safety and workman compensation laws as well as counseling service of a general nature concerning everyday family problems, if such service is provided by the union.

Large corporations have gone to some lengths to make known their efforts in regard to counseling their employees and I would like to show what some of our larger and more progressive unions have done and are doing in this regard. To this end I would especially appreciate any assistance and guidance you could offer me with respect to what your own outstanding labor organization is doing in this field. I would particularly appreciate bibliographic references and pamphlets or other U.M.W. publications that may be pertinent in whole or in part. I would, of course, be happy to pay any mailing costs that might be involved.

Knowing you by your reputation as a militant union leader, I do not feel the least bit hesitant in seeking your assistance in this matter. I am certain that you will always stand ready to further the cause of labor and gain for it the esteem and public acceptance it so richly deserves. Thank you.

Sincerely,

/s/ Robert E. West,
10026 S. Carpenter St.,
Chicago 43, Illinois

P.S. Please address any communications to my home address as listed here-with rather than to Loyola, which would only delay my receiving them.
EXHIBIT V

October 2, 1956

Mr. Seymour Brandwein, Economist,
AFL-CIO Building,
815 Sixteenth Street, N.W.,
Washington, D.C.

Dear Sir:

I have been referred to you by Mrs. Mullady of the Faculty of Loyola University, Chicago, Illinois, Institute of Social and Industrial Relations in connection with a thesis I am writing in partial fulfillment of the requirements for a Master's Degree in Industrial Relations. The subject of this thesis is Union Counseling.

I am concerned with whether or not the A.F.L. ever had a union counseling plan whereby rank and file union members were trained to function as counselors concerning matters connected with health and safety, workman's compensation or family or domestic problems.

I would appreciate very much any information you could furnish me regarding the A.F.L.'s role in this direction, if any, prior to the merger.

Sincerely,

/s/ Robert E. West,
10026 S. Carpenter,
Chicago 43, Illinois.
EXHIBIT VI

UNION COUNSELOR TRAINING COURSE #3
COOK COUNTY INDUSTRIAL UNION COUNCIL, CIO

Classes beginning Tuesday, October 23, 1956
7:30 P.M. to 9:30 P.M., for eight consecutive
Tuesdays held at 123 W. Madison St., Second
Floor Conference Room, Chicago 2, Illinois

FIRST SESSION

What is the CIO Union Counselor plan? How can it help your Local Union?
What is the National CIO Community Services Program? What about agency fund-raising drives? What is the Labor-Welfare Service? The Community Referral Service - what is it and what services does it render?

Resource Person: Representative from the Community Referral Service.

SECOND SESSION

What is the Illinois Unemployment Compensation law? How does a worker apply? How does he appeal if he is unfairly denied benefits?

Resource Person: Representative from the Illinois Department of Labor, Unemployment Compensation Division.

THIRD SESSION

What are the important facts we must know about the U.S. Social Security program? Describe Old Age and Survivors' Insurance, Old Age Assistance. What are the proposed changes in the law?

Resource Person: Representative from the Department of Health, Education and Welfare.

FOURTH SESSION


Resource Person: Representative from the Chicago Department of Welfare.
EXHIBIT VI (CONTINUED)

FIFTH SESSION -- First half

Problems of family living and ways in which family service agencies can help meet them. Dealing with workers and their problems. Building necessary skills. Practice interviewing.

Resource Person: Representative from a Family Service Agency.

FIFTH SESSION -- Second half

What about Local Union Health Programs? What are the health needs of the workers? How can the community help meet them? What are our unmet health needs? Practice interviewing.

Resource Person: Representative from the Health Division, Welfare Council of Metropolitan Chicago.

SIXTH SESSION

What are workers' legal rights under Workmen's Compensation? How can Local Unions set up effective Workmen's Compensation Committees?


SEVENTH SESSION

What are wage assignments? What are garnishments? What about installment buying and selling?


EIGHTH SESSION

How are benefits and services established? How were these programs established? How are benefit rates adjusted and services expanded? Who controls the adjustment?

Resource Person: Representative from the Industrial Union Council.

DISCUSSION LEADER: Larry Keller
GRADUATION REQUIREMENTS: Six sessions attended out of eight.
COURSE FEE: $4.00 per student paid by the Local Union.
EXHIBIT VII

WORKMEN'S COMPENSATION TRAINING COURSE #1
SERVING THE WORKER INJURED ON THE JOB

COOK COUNTY INDUSTRIAL UNION COUNCIL, CIO

Classes beginning Tuesday, October 30, 1956, 7:30 P.M. to 9:30 P.M., for 6 consecutive Tuesdays, 123 W. Madison St., 2nd Floor Conference Room.

COURSE OUTLINE

FIRST SESSION
What is the job of your Local Union Compensation Committee in serving workers injured on the job? How does the Union Counselor assist the work of the Committee? What are the basic provisions of the Illinois Workmen's Compensation Act?

Discussion Leader: Paul Iaccino.

SECOND SESSION
What specific instructions and practical services must be given to the worker from the day on which he is injured until a final settlement is made?


THIRD SESSION
What are the common mistakes and pitfalls we must learn to avoid if we are to give full protection to the injured worker?

Resource Person: An attorney.

FOURTH SESSION
What is the structure of the Illinois Industrial Commission? What about Union and Company Commissioners? What are the provisions of the Illinois Occupational Diseases Act? What procedures are to be followed in filing a claim?


FIFTH SESSION
Review and practice interview. Workshop on problems.

EXHIBIT VII (CONTINUED)

SIXTH SESSION
How are benefits and services established? How are benefit rates adjusted and services expanded? Who controls the adjustment?

Resource Person: A Representative from the Industrial Union Council.

GRADUATION REQUIREMENTS: Four sessions attended out of six.

COURSE FEE: $4.00 per student paid by the Local Union.

DISCUSSION LEADER: Paul Iaccino.
<table>
<thead>
<tr>
<th>Course Title</th>
<th>Date</th>
</tr>
</thead>
<tbody>
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<tr>
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<td>Phone</td>
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<td>Plant Name</td>
<td>Phone</td>
</tr>
<tr>
<td>Number of Workers in Plant</td>
<td>Number in Your Department</td>
</tr>
<tr>
<td>What Union Office Do You Hold (if any)</td>
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</tr>
<tr>
<td>To What Clubs and Organizations do you Belong (if any)</td>
<td></td>
</tr>
</tbody>
</table>

Attendance: 

1 2 3 4 5 6 7 8 9

Paid? Kit? Any Previous Training?
EXHIBIT IX

SAMPLES COUNSELOR CERTIFICATES

Cook County Industrial Union Council, CIO
This will Certify that

Member of
has successfully completed the required training course
and is now a duly accredited
HEALTH AND SAFETY COUNSELOR

Date: ____________________
Signed: ____________________

Cook County Industrial Union Council, CIO
This will Certify that

Member of
has successfully completed the required training course
and is now a duly accredited
WORKMEN'S COMPENSATION COUNSELOR

Date: ____________________
Signed: ____________________

Chicago Community Service Commission
EXHIBIT X

SAMPLES COUNSELOR BUTTONS AND IDENTIFICATION CARDS

COOK COUNTY INDUSTRIAL UNION COUNCIL, CIO
COMMUNITY SERVICES COMMITTEE
205 W. Wacker Drive  RAndolph 6-7022

THIS WILL CERTIFY THAT:

OF__________________________

HAS COMPLETED TRAINING IN ________________________________

ON_________________________

AND IS NOW PREPARED TO SERVE FELLOW CIO MEMBERS WITH THE INFORMATION RECEIVED IN THIS COURSE:

President, Cook Co. Industrial Union Council  Chairman, Community Services Committee
# EXHIBIT XI

## COUNSELOR'S RECORD

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<td></td>
</tr>
<tr>
<td>OTHERS IN FAMILY</td>
<td>RELATIONSHIP</td>
<td>AGE</td>
</tr>
</tbody>
</table>

**PERSON SEEKING HELP IS:**

- Single
- Married
- Separated
- Widowed
- Divorced

**PROBLEM(S):**

- Financial Assistance
- Workmen's Compensation
- Unemployment Comp.
- Old Age & Survivors' Ins.
- Health
- Legal Aid
- Housing
- Family
- Other

**DESCRIBE REQUEST:**

**ACTION TAKEN BY COUNSELOR:**

I contacted ---

- CRS (RA 6-0363) on ___ and spoke to _______
- CIO-CSC (RA 6-0164) ___ Union Lawyer ___ Union Committee
- Referral was unnecessary ___ No agency could be found to meet need.

**Person(s) contacted:**

1. __________________ at ____________
2. __________________ at ____________
3. __________________ at ____________

**AGENCY USED:**

_________________________ SOCIAL WORKER

**FINAL ACTION TAKEN:**

__________________________

**COUNSELOR'S NAME:**

__________________________

**DATE**

| LOCAL | INTERNATIONAL |

Send this completed report to: CIO Community Services Committee, 205 W. Wacker Drive, Room 422, Chicago 6, Illinois
BIBLIOGRAPHY

I. PRIMARY SOURCES

A. PERIODICALS


B. UNPUBLISHED MATERIAL


