



# The Common Welfare



## CHRISTMAS SEALS

**C**HRISTMAS seals have come of age. In a couple of weeks, for the twenty-first time, literally millions of cheerful little stickers will go out through the mails, stores, associations, and volunteer workers, to bring back the pennies which in the aggregate will finance the organized tuberculosis movement for another year. They are so well known that they need carry only the double-barred cross to identify their source and purpose. Stamps were sold in Civil War times to further the humanitarian aims of the Sanitary Commission, precursor of the Red Cross. A Danish postman is credited with the idea of using them to support tuberculosis work. Jacob A. Riis wrote an article about him in *The Outlook* years ago, and ever since they have been used here, as well as abroad, for this purpose, first in sales sponsored by the American Red Cross and, since 1919, by the national, state and local tuberculosis societies, by agreement with the Red Cross. Several years ago the National Health Council, representing the group of leading national health agencies, expressed the opinion that this method of financing, now developed on so wide and intensive a scale, belonged, by a gentlemen's agreement, to the tuberculosis movement.

Hence it is with surprise, and a number of questions, that we read the appeals recently sent out by the New York Committee of the American Society for the Control of Cancer, asking cooperation in a sale of Christmas "labels" to promote its work. Its campaign opened a few days ago, just preceding the Red Cross roll call and the tuberculosis seal sale, and its ramifications of sales promotion and appeals have appeared far outside New York City and State. Perhaps labels are technically different from seals, but will hurried Christmas shoppers make a distinction? Is it sporting for another association, especially one in the health field, to ride in on the wave of popular support that the tuberculosis groups have built up by years of organized effort, and which now is their only wide public appeal? Good sportsmanship aside, is it wise? Obviously a newcomer has to identify itself with a statement of the purpose for which the label is sold—and these stickers bear the name of the American Society for the Control of Cancer. If labels for cancer, why not Christmas wrapping paper for mental hygiene? Or holly-bordered ribbons for heart disease? Or Christmas-tree ornaments emblazoned with the insignia of social hygiene? The seal-sale idea has proved an effective method of getting support for public health, as witness attempts of fraudulent organizations to imitate it, which have been stopped by injunction. But if even two or three legitimate organizations should appear in competition to gum up Christmas packages for the benefit of their diseases, isn't there more than a little danger that the holiday spirit will succumb to the germs?

## CHINA'S ABC'S

**M**ASS education is out of its Chinese shoes. It is growing fast; it has spread through the provinces; it can no longer be cramped. Early it burst through the confines of Pai-Han, and now the work of Y. C. James Yen

bears fruit. From a handful of forty Chinese coolies stuck in the labor camps of Boulogne during the World War, coolies homesick and illiterate, the movement has already reached five million people. And this is only the beginning of what must follow within the Great Wall. "No country in the world has so respected education as China—nor needs it so badly." Thus spoke the founder of the Chinese National Association of the Mass Education Movement.

It was a dramatic tale he told, that night of the banquet held in his honor in New York. Y. C. James Yen's words had an electric quality, charged with the energy and earnestness of that small vibrant dynamo of a young Chinese, dedicated to serve his people. One-fifth of the world they are; too poor to pay for education or too busy to go to school, the great majority remain illiterate. And the other four-fifths of the human race can scarcely afford to continue blind to the potential perils if the masses "are not molded to adapt themselves to an increasingly complex society." It can be said with more than one meaning that it is the finish, not the start of a race, that counts.

In all the provinces they are learning to speak the same language; to read and to write it. And this new language contains the minimum requirements—forty thousand characters reduced to one thousand three hundred. Side by side with the teaching goes the purpose of raising living conditions through enlightenment, not only in letters but in "agricultural, industrial, commercial and general cultural techniques." In the hands of these teachers lies the hope of China, likewise the burden. And to them our hands should be giving hands, our privilege to help along the fund through the American Cooperating Committee, of which E. C. Carter, 129 East 52nd Street, New York City, is chairman. The Pacific era is just at its dawn, so Roosevelt said. Soon it will be Peking by plane for the week-end, so Y. C. James Yen says.

## CANDLES IN SHADOW-LAND

**H**ARDLY more than a candle has been kindled to lighten the shadow-land of old age," wrote W. H. Matthews in a recent report of the New York A.I.C.P. Yet some rays of understanding are beginning to converge on the troubles of old people, to bring them help through medicine, legislation or the aid and counsel of social agencies (see *The Survey*, October 15, 1928, page 68). We have no wide-flung system of insuring old-age care and support, such as has become the accepted social policy in many European countries, but we are beginning to learn that our private and public patchwork is woefully inadequate, and becoming more so. A survey just completed by the New York Welfare Council shows that there are 10,700 beds in old people's homes in this city, while their lists include at least 6,000 waiting for a place, many of them penniless, others able and anxious to pay the fees that some private homes require. Among 350 recent applicants at the council's information bureau were represented seventeen religious faiths, and a list of occupations which started out "accoun-

tant, actor, advertising agent, architect, and author" and ranged through the alphabet to "Western Union night messenger."

The New York Academy of Medicine has just devoted its "graduate fortnight" to a medical symposium on old age. Though modern science has not shown an ability to develop man's capacity to rival Methuselah, it is increasing greatly the number of people who survive infancy and youth to attain the Biblical span. In the opening address of these sessions George E. Vincent, president of the Rockefeller Foundation, pointed out there are still untouched fields for preventive medicine and health counselling to promote a "saner senility." "Even if people are like clocks wound up congenitally to run for longer or shorter periods, this misleading simile could be extended to suggest that oiling and caring for the works are not a negligible means of keeping the time-piece going. . . . Doctors ought to be like the mechanics who keep clocks going and on time, rather than emergency men to be summoned when timepieces stop or are too fast or too slow."

### DANGEROUS AGES IN DENVER

IN married life, as the social agencies of Denver see it, the dangerous decades are the thirties and forties or even beyond. A study reported by John Gorsuch, chairman of the committee on dependency, at the first Denver city conference, showed that among some hundreds of "broken" families who had asked for aid during a three months' period, the break came in 44 per cent of the cases when both husband and wife were between 30 and 40, and in 45 per cent when both were more than 40. Death accounted for 55 per cent of these applications, divorce, desertion and separation for 39 per cent; all other causes for 6 per cent. The committee refrains from judging the causes of this family shipwreck, except insofar as the causes of death are known. Here the old enemy, tuberculosis, still led, followed by pneumonia, heart disease and cancer. It does point out, however, the heavy bill of 76 cents per person which the people of Denver pay each year for the support of broken homes, through family agencies alone. Most of these families had children and in all but a minor fraction, the children were too young to help support themselves.

The riddles of divorce, desertion and separation still remain largely unsolved. A commission which has been studying divorce for three years has just reported to the Episcopal House of Bishops that its difficulties are "well-nigh overwhelming." Suggestions of causes are not wanting: Hasty marriages and our lack of uniform marriage and divorce laws? But in many European countries also divorces have doubled in number in recent years. Apartment house living? Well, Europe had apartments years ago without finding them destructive of marriage. Lack of children and religious affiliation? Desertion, the "poor man's divorce," is commonly attributed to the presence of too many children, and it is unfortunately prevalent in Catholic countries where the church stands firmly on the indissolubility of marriage. Other conditions frequently mentioned as contributory causes—such as financial tension, sex tension and lack of emotional control—were studied with inconclusive result from lack of reliable evidence. The commission will continue its work, with the recommendation that normal schools, colleges and seminaries be asked to devote more attention to instruction in marriage and human relationships; and it offers the reasonable suggestion that

"what is needed is the same thorough study and diagnosis as are characteristic of all good engineering and medical work today."

### FIFTY YEARS OF PROBATION

WHEN our society wants to believe that it is more civilized than its forerunners, probably the most effective proof it can bring forward is not its wealth or its bathtubs, but the treatment of its weakest members, the very young and the aged, the sick, insane, unfortunate and criminal. The millennium, of course, still beckons on the horizon. Perhaps it always will be there—receding, like a mirage, as we advance. But that we are advancing seems hopefully clear in the realization that this week sees in Boston the golden anniversary celebration of the first probation law in the world. By that law, social work made its official entrance into the courts, insisting that an offender be treated as an individual, not merely the perpetrator of a certain crime. In these fifty intervening years a system of probation, in some form or other, has spread out from the criminal courts of Boston by federal enactment and by laws in all but one of the states. There are nearly four thousand paid probation officers at work in our courts. Eighteen countries of Europe, Canada, Mexico and some of the countries of Central and South America have followed suit. Nineteen of the states, led by New York, have adopted some method of state supervision of probation, and in 1921 the National Probation Association was organized to guide and further the movement.

Of course probation, which has been developed largely by local initiative and at local expense, is still spotty and in many places inadequate. It is more effectively used at present in the juvenile courts than for adult offenders, though in this latter field there are recent notable gains. The establishment of psychiatric clinics, available to the courts, have served as a great aid and stimulus to scientific probation service, and hold even greater promise for the future. On this fiftieth anniversary, celebrated by the Massachusetts Commission on Probation in cooperation with the National Probation Association and other groups in Boston, November 15-17, probation is really being tried throughout this country and in many other corners of the world. It means not only "the most progressive forward step in criminal jurisprudence in our time," as eminent students of law designate it, but a gradual relinquishing of the old law of tooth and claw, hatred, fear and retribution, toward the realization of scientific humanity.

### HEARTS

FOUR years ago when The Survey devoted its November Graphic issue to Hearts, it was still a somewhat novel idea that the prevention and care of heart disease should be considered as a major project in the field of public health. In the interval there has been a rapidly mounting appreciation, both professional and popular, of its importance, and a growing list of state and local associations devoted to this subject alone or combining a cardiac program with other projects in public health, most recent among them a state-wide heart committee just organized in Ohio.

New researches stress the burden of heart disease on industry. A study by Dr. Frank Pedley of the 1924 figures for New York City, found that while tuberculosis caused the deaths of 12.3 of all occupied persons, heart disease had

nearly double the number, with 24.5 per cent. Butchers had the highest rates in eleven occupations analyzed, while tailors, cigarmakers and shoemakers came next, well above the average; and clerical workers and painters presented the most favorable showing. In Great Britain, where mortality statistics are analyzed by "social class" as well as by age and occupation, heart disease, like tuberculosis, has a distinct connection with economic status. Among persons under 45, the rates for the most favored part of the population were only a quarter or a half those which obtained in corresponding age groupings of unskilled laborers. Such a prevalence of heart disease among people who must earn, and especially among those least able to sustain chronic and incapacitating illness, makes clear the need for prevention and for ways to adjust work to the capacities of cardiac patients. Employers are afraid to hire them, yet popular belief to the contrary, few persons with heart disease drop dead in their tracks. With proper clinical supervision and in suitable occupations, many can continue in useful and self-supporting work for many years. Hence the campaign of the American Heart Association and its affiliated groups for the examination and classification of patients according to what work they are fitted to do; the efforts to estimate the physical strains of various occupations. Beneath a program which may seem obscure to laymen because of its necessary technicalities and statistics, lies one of the outstanding dilemmas of life and death, and of bread and butter, which the doctors and social workers are called upon to solve.

### UNEMPLOYMENT AND FAMILY RELIEF

AS the open season for budget-making draws near, social agencies from coast to coast are wondering what the winter will bring. Last winter's unemployment (see *The Survey*, March 1, 1927) made inroads on many a supposedly adequate plan. By September 1, the Provident Association of St. Louis had had to use 94 per cent of the funds allotted for rent, food and clothing in 1928. For the first time in several years the New York A.I.C.P. closed its annual statement with a deficit, due to the need of an extra \$55,000 for relief. Their stories are duplicated in city after city. In a paper before the recent Ohio State Conference of Social Work, Wendell F. Johnson, director of the Toledo, Ohio, Social Service Federation, gave the results of his study of unemployment and family relief in that city. During the three-year period 1925-1927 Mr. Johnson found a striking correlation between the amount of unemployment and the burden of the social agencies, whether the latter be measured by the total number of active cases, the number of families receiving relief, or the number of families in which unemployment was considered the major problem. When men are out of work there is likely to be an increase in sickness, desertion, alcoholism, imprisonment for bootlegging, and the like. "It is unquestionably true," he believes, "that the family agency's entire load is influenced by the problem of unemployment, to a greater degree, perhaps, than by any other social problem." A practical deduction can be drawn from these Toledo records. In every instance the demands for relief started to increase from four to eight weeks after employment began its decline, and to wane at about the same interval after employment took an upward course. By watching employment curves for its particular city, a

social agency may be warned a month or two in advance of what lies ahead, and thus gain a little time to make the best possible adjustment to coming needs.

### NEW HAVEN TURNS FIFTY

"WE had the greatest fun," exclaimed a small boy returning from a birthday party. "We just screamed and screamed." They take birthday parties a bit more calmly in New England—but they have as much fun.

The Organized Charities Association of New Haven celebrated its fiftieth anniversary October 17-18, just a year after Buffalo, the oldest of these societies. The party began with an address by Dorothy Canfield Fisher on *The Value of the Institution of the Family in Modern Society*. A round-table on *The Problems of the Wage-earner's Family*, with Paul H. Douglas leading off, was followed by a luncheon at which Frank J. Bruno talked on *The Family Welfare Movement in America* and an afternoon round-table on *Social Work and the Family*, conducted by Gordon Hamilton. Mark the restraint. Not a program as overloaded as a cafeteria tray, not a single scream—but an unhurried discussion of a few factors in family welfare.

Professor Douglas discussed a family wage plan under which employes with dependents would draw additional pay from a fund maintained by groups of employers. Miss Hamilton added a colorful touch when she called for a showing of hands on which of three plans make for greatest family contentment—when the husband contributes the sole support, when he contributes the major support but has no objection to his wife working, and when the economic burden of the family is borne equally by both. Sole support got thirty-five votes; major support twenty-seven, and joint responsibility two—one man and one woman, but not, as the audience suspected, of one family.

### WHERE WE LAG

WOMEN weary with too-long hours of work, with the strain of a double burden of home and factory routine, unable to sleep normally and healthfully during the day in their overcrowded homes, neglecting their children, cut off from normal social contacts, exposed to increased accident hazard and susceptibility to sickness—these are parts of the picture of *The Employment of Women at Night*, just published by the Women's Bureau of the U. S. Department of Labor. The study underscores the need for special protective legislation for women workers in industry, discussed in *The Survey* for November 1, page 156.

At the close of 1927, thirty-six countries, following the International Labor Conference in Washington, "had abolished the night work of women in industry or had taken steps, legislative or governmental, looking toward its prohibition." This left the United States, "through failure to prohibit night work for women over the main part of her territory," alone among comparable states.

In this country, only one-third of the states have any legislation prohibiting night work for women, and even in these sixteen states the present study finds "the laws are far from complete or effective." Investigation of American conditions discloses the same basis for such legislation as has led to its adoption by other nations. Of the 4,367 workers included in the present survey, more than 3,000 were working more than ten hours nightly. Small groups of women



had weekly schedules of seventy-eight and even eighty-four hours. "Extremes such as these are rightly emphasized, even if they occur only in isolated cases, as examples of what may happen in the absence of restrictions." In Passaic, New Jersey, of one hundred women textile workers on the night shift, ninety-two were mothers and more than two-thirds slept only five hours out of the twenty-four. In plants where day-shift workers were given forty-five minutes or an hour at noon as a matter of course, night workers were given twenty minutes at midnight and in some cases no rest period whatever. Although wage-rates for night workers are slightly higher than for the corresponding day shifts, their earnings show a tendency to fall below those of day workers. As in European countries, production drops both in quantity and quality on the night shift.

A highly significant section of the survey deals with European experience during the War, when protective standards went overboard in favor of production "without stint or limit." In England, the provisions of the Factory Act regulations were one by one restored, and the British War Cabinet Committee on Women in Industry reported that "on the whole, the protection in normal circumstances given to women and young persons by the provisions of the acts had amply justified itself by the unsatisfactory results of the relaxation which was to some extent necessary under the stress of war conditions."

This survey gives a clear picture of what the night shift means for women workers in American industry. It points out how we lag behind other countries in tolerating these unnecessary conditions of overstrain, impaired health, neglected homes and children, and it also shows how, here and abroad, night work means a slower rate of production, an inferior product and a negligible saving in overhead. The study should reinforce the efforts of the social agencies and enlightened employers who are trying, through an aroused public opinion, to bring the United States up to the standard of the rest of the civilized world in abolishing night work for women.

## THE CHURCH AND INDUSTRY

A LABOR policy for a modern Christian church was submitted to the General Convention of the Protestant Episcopal Church, held recently in Washington, in the preliminary report of the Division of Industrial Relations of the Department of Christian Social Service. The report, prepared by Spencer Miller, Jr., of the division's staff, points out:

Industrialism itself has become so pervasive—so much the very breath of our nostrils—that it is no longer a question of whether the church will concern itself with industrialism. Industrialism has become the characteristic feature of contemporary civilization, and the church, if it is to function effectively in the modern world, must function through an industrial order of society.

After summarizing the past activities of the Episcopal Church in industrial relations, a series of field studies of what it is now doing in its parochial capacity and some significant developments of the Church of England in its relation to industrial problems, this report urges upon the church a definite program of research and activity in the field of industrial relations. This program includes: study of fundamental problems of modern industrial relations, providing "leadership and advice to the clergy and laity in

dealing with these problems;" compulsory seminary courses in industrial problems; personal contacts in each parish between the clergy and the local trade unions; conferences of representative churchmen who are employers "to discuss the implications of Christian principles in industrial relations;" a series of summer conferences or institutes for the clergy in different parts of the country; "tutorial classes for the laity" in the parishes.

Established in May, 1926, the Division of Industrial Relations began its work last February with a year's program of fact-finding in its new field. A complete report of its eight lines of inquiry will be published in the spring. Meanwhile, the convention has expressed its approval of this preliminary report by continuing the appropriation of the division. Whether the second year's work will continue the purely research activity of the initial year, or whether the division will try to make effective other sections of its program, is left to the decision of the industrial relations group. Certainly here is an effort of a great church body to prepare itself for direct and enlightened participation in the life of the going world.

## HOUSEHOLD EMPLOYEES

A NATIONAL committee on employer-employee relationships in the home, paralleling similar organizations on industrial and business relations, is to result from the recent two-day conference on "how the American home may be strengthened through the better adjustment of relationships between the homemaker and her employees." The conference, which was held in Washington, was called by the National Young Women's Christian Association. Its discussions brought out the fact that, although only about 5 per cent of American homes employ outside help, more than a million workers are involved and housewives find increasing difficulty in getting helpers in competition with industrial and commercial organizations. The conference recommended the term "household employee" in place of "maid" or "servant" and voted to request the Bureau of the Census to substitute this phrase for "domestic worker." It also declared in favor of the organization of employers and employees in this field, with contracts between groups of housewives and workers establishing minimum standards of household employment and individual contracts which would not undercut those standards. It was further urged that an employer-employee relationship take the place of a mistress-maid attitude, and that this relationship include agreements limiting hours of work, with additional pay or additional free hours for overtime. The 48-hour week was urged as the ideal in this as in other lines of work. The national committee will include representatives of the Bureau of Home Economics; the Women's Bureau of the U. S. Department of Labor; the Federal Board for Vocational Education; of placement, research, educational and other agencies in this field; and of actual employers and employees. Its work will be

to learn what is being done now and has been done in this field, and to evaluate the experience thus gathered, considering such problems as standards of employment, education, placement and follow-up, legislation and organization; to formulate a program of research and experimentation; to seek the cooperation of agencies working in this field in carrying out this program; and to consider the desirability and possibility of securing funds for conducting this work and for carrying on additional study and experimentation.

## The United Mine Workers in Defeat

By COLSTON E. WARNE

**A**FTER three years of the most intense warfare, defeat appears to be the lot of the striking miners of Pennsylvania, Ohio, and West Virginia. Defeat in this instance means the annihilation of the union in the area and the establishment of the "open shop." Most of those who are not blacklisted are begging for work upon whatever terms are offered. With a surplus of miners numbering over 100,000, employers are retaliating by making continued unemployment the lot of the more aggressive strikers. With the exhaustion of relief funds furnished by the miners' organization and the withdrawal of public support, the outlook for the miners' families is bleak. Unemployment relief is needed today as badly as ever strikers' relief was needed last winter.

The history of this protracted struggle is in its general outline undoubtedly familiar to all. In early 1924, the operators of the Central Competitive Field met with the United Mine Workers at Jacksonville, Florida. There an agreement was signed calling for a \$7.50 basic wage with a contract extending until April 1, 1927. Before a year had ended, many leading operators (including the Consolidation Coal Company and the Baltimore, Rochester, and Pittsburgh interests) repudiated the contract and opened their mines upon a lower wage-scale. In August, 1925, the Pittsburgh Coal Company, the largest concern in the area, followed suit. Though the United Mine Workers declared strikes against offending concerns, such efforts were not aggressively pushed, and with the rush of export orders in the winter of 1926 following the outbreak of the British coal strike, many of the union miners drifted into the employ of companies that were accepting the agreement. By that time, however, the advent of a general conflict with the operators appeared inevitable. Wage-scales in the West Virginia and Kentucky fields had been lowered far out of the range of the Jacksonville scale and, with freight rates favorable to the southern fields, predominance in the lake cargo trade had fallen into the hands of the southern operators. The



Don Brown in The New Masses

*A Pennsylvania miner*

United Mine Workers which, in 1922, had 500,000 bituminous miners in its ranks, had lost 150,000 members and was fast waning in its power. Moreover, there existed in the United States a surplus of miners in excess of 200,000.

Instead of accepting this turn of events and agreeing to a compromise with northern operators who for thirty years had been treating with the union, President Lewis of the United Mine Workers was disposed to take "no backward step" which would involve a reduction. So battle lines were drawn. On April 1, 1927, practically all of the members of the United Mine Workers in the bituminous fields were called out on strike to force the acceptance of the Jacksonville Scale. By mid-summer of that year, however, the highly unionized fields of Indiana, Illinois and Iowa were drawn out of the conflict by temporary agreements which upheld the Jacksonville scale. Thus with all the large producing areas of the country, with the exception of Pennsylvania and Ohio, in full operation, the market demands for coal were easily supplied. The price indeed was sagging. The question became that of whether the Pennsylvania and Ohio operators could stand the financial punishment involved in an extended strike.

Both sides were unusually well armed; hence the struggle was an extended one. The miners' treasury, fed by the contributions of 100,000 anthracite miners who were at work, also in the later period by the 100,000 Illinois and Indiana miners, was sufficiently full to build barracks, to pay benefits of two to five dollars a week, and to maintain a fighting organization in the area. Moreover the American Federation of Labor through its affiliated unions gave substantial financial assistance. The operators, for their part, were determined to accept substantial losses if only the United Mine Workers were crushed.

The conflict therefore was bitter. Miners were evicted from their homes, injunctions were issued, and strikebreakers were imported. Conditions became so bad as to shock the Senate Investigating Committee who, in a two-thousand-