HOME SERVICE of the AMERICAN RED CROSS

and its

RELATION TO SOCIAL PROBLEMS in AMERICA

BY

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Home Service of the American Red Cross and its Relation to
Social Problems in America.

I.

History of Civilian Relief Prior to America's
entrance into the World War.

Since the Geneva treaty was signed by the United States in 1864 and the American Red Cross was established, with Clara Barton as its first president, until today when its membership extends into the millions and its activities are known in all of the civilized world, it has been recognized as the organized effort to relieve human suffering, and its emblem as the symbol of service. It has sought to conserve human life and human resources, and, in doing that, has conserved the spirit of human brotherhood and helpfulness, without which all attempts at relief of suffering are futile. The spirit which has pulsed through the activities of the American Red Cross has been that spirit which is the only source of positive and permanent achievement in the relief of suffering and distress.

Shortly after its establishment, the American Red Cross took its stand with those foreign Red Cross Societies which act as relief organizations in times of peace as well as in war. Its first effort in this direction was at the time of the Michigan forest fire in 1882, when clothing, food and money were sent to the refugees. In the twenty

three years between that time and the time of its reorganization in 1905, the American Red Cross was called upon to assist in the relief following twenty one disasters. During the same period of time, the money and supplies received and expended by the Red Cross for relief amounted to \$23,000,000. of which \$300,000. was in cash.

Since the reorganization of the Red Cross in 1905, it has more actively participated in disaster relief operations in this country and abroad. The charter granted to it by Congress, creating it the officially authorized Red Cross of the government of the United States, provides that in addition to taking charge of the volunteer relief in time of war, it shall "continue and carry on a system of national and international relief in time of peace and apply the same in mitigating sufferings caused by pestilence, famine, fire, floods and other great calamities, and to devise and carry on measures for preventing same." In the nine years immediately following the granting of this charter, the American Red Cross was called into disaster relief service in sixty cases; \$12,000,000 in money and supplies was received and expended for relief, \$8,500,000 of this being in cash. Few people have realized the magnitude of the problem of disaster relief; the disasters themselves have been geographically scattered, fortunately, and it is only the larger, more spectacular ones which have impressed themselves with horrible vividness upon the minds of the American people.

The organization which has made possible systematic,

prompt and efficient relief in case of disaster since 1905 to the time of America's entrance into the world war was under the control of Ernest P. Bicknell, National Director of the American Red Cross, and the Board of National Relief, a board of fifteen members which, with two other similar boards for the Departments of War Relief and International Relief, respectively, was under the Executive Committee of seven. As it was neither wise nor practicable to maintain a corps of trained workers for use in disaster emergencies, an agreement was made with many of the best Charity Organization Societies in the country, by which they became Institutional Members of the Red Cross and agreed to utilize their personnel for active relief duty upon the call of the Director-General and under his direction and that of the Board of National Relief. This arrangement has put at the disposal of the American Red Cross for disaster relief work many of the best-trained and most efficient social workers of the country and has insured more prompt and effective service than could have been possible by any other feasible plan. It has, in a large measure, paved the way for that attitude of cooperation and mutual helpfulness which has characterized the relations existing between the American Red Cross and the social agencies of the country during the recent war emergencies, without which the remarkable achievements of the Red Cross during the past year and a half would have been impossible.

There are five types of disasters which have claimed the attention of the American Red Cross; disasters at sea, coal

mine disasters, floods, fires (both forest and city fires) and tornadoes.

Among the disasters at sea, the wreck of the S.S. Titanic on April 15, 1912 and the burning of the S.S. Volturno on October 10, 1913 stand out vividly. As soon as the news of the Titanic disaster reached New York, a corps of trained workers was instantly available for service, through the Charity Organization Society as an institutional member of the Red Cross. The Red Cross Emergency Relief Committee of that organization took charge of the organization of relief work, investigated the needs of the survivors and of dependent relatives of those who perished, undertook the equitable distribution of temporary relief and administered most of the funds available for other than temporary relief. It so systematized the work that there was little possibility of duplication of effort. In the case of each person or family to whom disbursements were made, the fullest information possible was obtained concerning circumstances, losses and plans. This has necessitated extended correspondence in this country and in Europe and in some cases, visits to other communities by representatives of the Committee. One representative was sent to Halifax to assist in identifying the bodies there and in reclaiming them for relatives. Altogether, 493 families or individuals were dealt with by the Committee. Of these, 130 cases were in need because of the death of the breadwinner, 196 had serious property losses, 55 asserted claims which had no merit. The other 112 were families or individ-

uals entitled to relief from English funds and referred by the Committee to those in charge of the English funds. The total amount spent for relief by the Committee was \$157,273.57, of which \$89,978.77 was given to the beneficiaries directly, \$749.05 was given to hospitals or other organizations in behalf of beneficiaries and \$66,545.75 was put in trust either to personal trustees, banks or social agencies. ¹.

The problems presented and the methods of procedure used in meeting them were very similar at the time of the burning of the Volturno, a year later. \$9,757.80 was spent for relief by the Red Cross Emergency Relief Committee of the New York Charity Organization Society, \$5,000 of which was appropriated from the contingent fund of the American National Red Cross. Perhaps the most notable feature of the work done by the Committee in this case was the identifying and reuniting of separated families.

Assistance by the American Red Cross has frequently been asked in the relief work following coal mine disasters. The most striking instance of this is in the case of the Cherry, Ill. disaster Nov. 13, 1909, when a fire started in the mines of the St. Paul Coal Co. and lasted several months, costing the lives of 256 miners. 188 of these men had families; 170 women and 469 children, 445 of them under sixteen years of age, were bereaved by the loss of husband or father. Many

1. Report of Emergency Relief Committee of New York C.O.S. - Emergency Relief by the A.R.C. after the wreck of S.S. Titanic p. 21 and 22.

more families were affected by the loss of the bread-winner's employment. The National Director of the American Red Cross and the Superintendent of the United Charities of Chicago (an institutional member of the Red Cross) went at once to Cherry and took charge of the relief work. As soon as possible, they stopped the indiscriminate giving and then supplanted the relief station by grocery orders, thus helping business back to a fairly normal state. As soon as it could be done, budgets were gone over with the families and cash-grants made. When the need for emergency relief had abated to such an extent that plans for permanent relief were possible, each individual case was studied and permanent relief given in the form of regular allowances or lump sum grants, as the case seemed to demand. Social workers sent to Cherry by the Red Cross took up the problems of health, school attendance and better recreational facilities.

Between May, 1908 and December, 1916, the American Red Cross took part in relief work in eighteen floods, the largest of which were the Mississippi Floods of 1912 and the Ohio River Floods of 1913. In the case of the Mississippi Floods, the river distance affected was 650 miles from Cairo, Ill. to Vicksburg, Miss., the worst damage being done in the 318 miles between Columbus, Kentucky and Helena, Arkansas. Over 15,000 square miles were submerged. Thousands of people were made homeless and millions of dollars worth of property destroyed. The Red Cross sent representatives at once from the national headquarters and from Charity Organization Soc-

ieties which were institutional members. These representatives organized and maintained relief camps, housing over 40,000 homeless refugees. The systematic registration, feeding and clothing of the refugees, government of the camps, re-establishing the sufferers in their homes and helping them back to self-support was the work which the American Red Cross accomplished, in cooperation with local agencies and with military units.

The Ohio River Flood which started March 23, 1913 and affected Ohio, Indiana, Illinois, Kentucky, Tennessee and West Virginia, entirely destroying 3,000 dwellings, damaging 70,000 more and costing the lives of 600 was the cause of an urgent call for Red Cross aid. The National Director hastened to Columbus, Ohio; 228 nurses and 66 social workers were sent by the Red Cross to the scene of the disaster. A survey of the situation was first made and emergency aid given. As soon as possible, plans for rehabilitation of families and the rebuilding and furnishing of homes and business houses were put under way. A total of \$1,350,000 was subscribed and administered through the Red Cross for relief and \$500,000 more administered through the Red Cross. In Dayton alone, 5,000 families were supplied with furniture to the amount of \$157,057.42 and \$130,255.37 was spent for repairing houses.

American Red Cross Civilian Relief in case of flood disasters has not been limited to relief in this country. Since 1905, approximately \$1,000,000 has been sent by the

American Red Cross for flood and famine relief in China. Although Chinese official records show a history of floods and ensuing famines since 1492 and millions of dollars have been spent in relief, it was not until 1911, at the suggestion of the American Red Cross, that an attempt was made to get at the source of the trouble and remedy it. With the consent of the Chinese government, the Red Cross sent an engineer to China to study conditions, and to make a report and recommendations to the Chinese government. The Red Cross has assisted, both by money and advice, in the maintenance of refugee camps in China, that have provided for thousands of destitute and homeless persons.

Between January 1, 1905 and December 31, 1916, the Red Cross assisted in ten city fires and five forest fires. Of the city fires, both those widespread over the city, such as the Chicago Fire of 1871 or the San Francisco fire of 1906, and those affecting a small territory but large number of people, such as the Grover Factory Fire of Prockton, Mass. in 1905 or the Triangle Shirtwaist Company Fire of New York in 1911, have received the prompt and efficient service as well as the financial aid of the Red Cross Civilian Relief.

The fire at Salem, Mass., which occurred June 25, 1914, rendered 18,000 persons homeless and left 4,500 factory employees without employment. The situation was met by a joint committee of local people and representatives of the Associated Charities of Boston (an institutional member of the Red Cross), under the direction of Miss Mabel Boardman

and Mr. Ernest P. Bicknell of the National Red Cross. Food and shelter were provided, transportation furnished if, after careful investigation, the welfare of the family seemed to demand it, an employment bureau opened and families set up in house-keeping.

At the time of the Triangle Shirtwaist Company fire in New York, the relief was taken in hand by the Red Cross Emergency Relief Committee of the New York Charity Organization Society, which had the responsibility for 166 cases and spent in relief for them a total of \$80,556.16.

Notable among the forest fires in which the Red Cross has assisted in relief, are those of Michigan and Minnesota in October, 1908 and of Minnesota in October, 1910 and again in October, 1918.

From January 1, 1906 to July 31, 1907, the American Red Cross helped in various ways in 64 tornadoes. Between March 11 and July 31, 1917, it was called upon for assistance in 58 tornadoes in ten states of the middle west.

Whether it were tornadoes, fires, floods, mine or sea disasters, the American Red Cross has been generous in its financial aid and its service by trained workers, with the ability to see the needs of a situation and meet them in a systematic, orderly way. Its first steps have invariably been the organization and systematizing of emergency relief, followed by plans for permanent rehabilitation. Its unit of treatment has always been the family and each family has been treated according to its own peculiar circumstances and needs,

relief being given more on the basis of need than of loss.

The relief activities in case of disaster were the only functions of the Civilian Relief Department of the American Red Cross before war was declared between the United States and Germany. Even these were severely criticized by British delegates to the International Red Cross Conference held in Washington in 1910, on the grounds that peace activities cheapened the name of the Red Cross, an organization for war times. The French and Italian delegates held with the American view that it is worse than useless to train people for service and allow them to sit idly by, when there is need for just the service which they can give; that the Red Cross with its splendid organization, standing as it does for service to humanity, would be inexcusably selfish and wasteful in withholding that service. The American Red Cross has constantly given this form of civilian relief in national disasters wherever it was needed, both before and during the war, and, in doing this, has laid the foundation for the vastly more extensive, more thoroughly organized "Home Service", which has foreseen and forestalled so many personal and family disasters in the United States since our entry into the war.

II.

Organization and Growth of Home Service.

Early in the war it was recognized that a man who is worried about his family or his home can not be a good soldier. Nor is there any justice in a plan by which the soldier is removed from his family to fight for his country and no provision is made for the welfare of the family during his absence. It was in view of these facts that Red Cross Home Service was organized, with the purpose of caring for the soldiers' and sailors' home while he was fighting to protect it and, by so doing, to definitely strengthen the morale of the American troops. The tasks which Home Service has undertaken have been numberless, the scope of its work as wide as human experience. It has stopped at nothing which would further the accomplishment of its purpose. It has been the friendliness and neighborliness of the American people crystallized into definite form and organized for service from the crowded cities of the East to the mountain regions of the South and the plains of the West. The war has created some new kinds of family problems but more than that, it has multiplied and intensified those problems existing in peace times and it is to meet these that the American Red Cross has perfected its wide-spread and thorough organization.

A. Organization.

From 1905, the date of its re-incorporation, until

the entry of the United States into the war in 1917, the Red Cross was organized upon a completely centralized plan with all of the administrative responsibility resting upon the National Headquarters at Washington. The Director-General of the Department of Civilian Relief was responsible directly to the Acting Chairman of the Executive Committee, as were all of the bureau and department heads. During most of this time, the Director-General of Civilian Relief had four assistants who were the Directors of the four Divisions; Atlantic, Central, Mountain and Pacific Divisions. The Atlantic Division included all of the states east of the Ohio and Mississippi Rivers; the Central had jurisdiction over Ohio, Michigan, Indiana, Wisconsin, Minnesota, Illinois, Iowa, Missouri, Arkansas and Louisiana; the Pacific Division included Washington, Oregon, California, Nevada and Arizona; the Mountain Division included Idaho, Montana, North Dakota, South Dakota, Wyoming, Utah, Colorado, Nebraska, Kansas, Oklahoma, New Mexico and Texas. Other departments had their own territorial divisions, not necessarily co-extensive with the Civilian Relief Divisions, and the division directors for the different branches of Red Cross work had no connection with each other but were responsible only to their own Department heads at Washington.

Soon after the war was declared, the Red Cross work began to increase rapidly in scope and in volume. May 10, 1917 President Wilson created the Red Cross War Council which was to act as a board of managing directors during the period of

the war. As the work continued to increase, it was found that the existing plan of organization would be inadequate and confusing. Consequently on July 19, 1917, a meeting of Red Cross workers was held in Chicago for the purpose of working out a more efficient plan of organization.

The plan which was adopted and has been followed since then provided for a territorial division of the United States into thirteen Divisions. The Divisions and the states which they include are:

1. Atlantic - New York, New Jersey and Connecticut.
2. New England - Maine, Vermont, New Hampshire and Massachusetts.
3. Pennsylvania - Pennsylvania and Delaware.
4. Potomac - Maryland, West Virginia, Virginia and District of Columbia.
5. Southern - Tennessee, North Carolina, South Carolina, Georgia and Florida.
6. Gulf - Alabama, Mississippi and Louisiana.
7. Lake - Kentucky, Indiana and Ohio.
8. Central - Nebraska, Iowa, Illinois, Wisconsin and Michigan.
9. Northern - Montana, North Dakota, South Dakota and Minnesota.
10. Mountain - Wyoming, Colorado, Utah and New Mexico.
11. Southwestern - Missouri, Kansas, Oklahoma, Texas and Arkansas.
12. Northwestern - Washington, Oregon and Idaho.
13. Pacific - Nevada, Arizona and California.

Later a fourteenth Division was organized, having jurisdiction over Red Cross work in the territorial and insular possessions of the United States and over any chapters of

the American Red Cross organized among Americans in foreign countries.

In each of these Divisions, there is a Division Manager who is responsible for all of the Red Cross activities in the Division and for the actual operation of the general plans formulated and the policies adopted at the National headquarters. The Division Manager has general supervision over each branch of work in his division, each function being represented by a special department with a Division Director and a staff of assistants, who are responsible for the chapter activity along that line. Thus the Division Director of Civilian Relief is directly responsible to the Division Manager for the civilian relief work done by the chapters in the Division, and is also under the general supervision of the Director-General of Civilian Relief. As is evident, the Division Directors of Civilian Relief are under both functional and territorial supervision. They are, practically without exception, men and women trained and experienced in social work and to them belongs a very large share of credit for the remarkable development of Civilian Relief Work. Most of them started their work with one or two assistants and one stenographer. As new developments arose and the volume of work increased, the Division staffs grew accordingly and there has been specialization until today the personnel of the Civilian Relief Department of the Division offices includes the Director and his several associates; correspondents who handle the specific problems referred to the Division office by Home Ser-

vice Sections, each state in the Division having one or more persons particularly responsible for its case problems; a supervisor of correspondents; an educational director who supervises the educational work of the department; field supervisors who visit the Home Service Sections and act as the connecting link between the Division office and the local Home Service Sections; Division representatives of Home Service in camps and camp cities; a supervisor of Information Service; a supervisor of After-care for Discharged, Disabled Soldiers; various clerks and stenographers. There is no rigid rule governing the personnel of the Division staff, the different Division Directors, emphasizing different phases of the work according to the needs of their territory. In December, 1918, there were 500 regular workers in Division offices and the Division Directors are still adding to their staffs, for they realize that the present number is adequate to carry on the different phases of the work in the most efficient way.

The chapter is in reality the unit of the Red Cross organization. Its organization is similar to the organization of the Division staff and of the National Headquarters, in the chapters the different functions being represented by committees corresponding to the departments in the Division office and National Headquarters. The Home Service Section is organized under, or, in most places, is identical with the Civilian Relief Committee. The name "Home Service" has been adopted in preference to "Civilian Relief" for several reasons -

partly because the connotation of the term "Civilian Relief" is unfortunate in connection with the service rendered soldiers' and sailors' families and partly because Home Service emphasizes the patriotic feature and so is more appealing to the public and to potential Home Service workers. In most chapters, the Home Service Section has absorbed the Civilian Relief work and, in case of disaster, would act as the Civilian Relief Committee.

The Home Service Section is organized under a Chairman, who is usually appointed by the Chairman of the Red Cross chapter. The remainder of the Home Service Committee is composed of representative men and women of the community, usually including a lawyer, a physician, a business man, a house-keeper and a school-teacher. The different points of view represented by these various people are thus brought to bear upon the Home Service problems, with the result that a saner and more practicable solution is usually effected than would have been possible with a less representative committee. It is urged that the Home Service Committee should not consist of more than seven members, as the greatest efficiency usually results with a small committee. The Executive Secretary of the Home Service Committee assumes most of the active duty - the actual work with the families, the keeping of family case records and financial records, and the supervision of the work done by the Home Service representatives in the branches of the chapter throughout the country. The remainder of the Committee acts chiefly in an advisory capaci-

ty. The Executive Secretary may be a paid worker or a volunteer; a large majority of them give their time and services. In all cases, it is urged that the Secretary be a trained worker, if possible; if a trained worker is not available, the Secretary must be a person fitted by tact, judgment and intelligence for family case work.

Realizing the need for trained workers and not wishing to weaken the force of existing agencies by drawing too heavily upon them, the Division Directors of Civilian Relief have undertaken various educational features, for the purpose of training Home Service workers in the fundamental principles of case work and in the general aim and methods of Home Service. These are Home Service Institutes, chapter courses, college courses, Home Service conferences and information courses.

Dr. Thomas J. Riley of the Brooklyn Bureau of Charities and Porter R. Lee of the New York School of Philanthropy were appointed by the Director-General to act as National Directors of Home Service Institutes, to supervise the organization and conducting of Institutes throughout the United States.

The Institute is a six weeks' intensive course given in connection with some college or school for social work or under the direct supervision of a representative of the Division staff. The enrollment for each Institute is limited to twenty-five (unless by special permission of the Director-General) and an effort is made to have as many chapters as

possible represented by the students. The work required includes four lecture sessions of at least one hour each, and twenty-five hours of field work each week.

A Syllabus of Instruction for Home Service Institutes,² prepared by Porter E. Lee, includes sixteen topics for the twenty-four lecture sessions of the Institute:

1. Functions and Organization of the American
National Red Cross.
2. The Field of Home Service.
3. Fundamental Methods of Home Service.
4. The Normal Family.
5. Health.
6. Home Economics.
7. The War and the employment of Women and
Children.
8. Re-education and Re-adjustment of the Disabled.
9. Child Welfare.
10. The Unstable Family.
11. Relief.
12. Racial Equation.
13. Community Resources for Home Service.
14. Use of Other Agencies in Home Service.
15. The Personal Factor in work with Disorganized
Families.

² This Syllabus was published in September, 1917 as A.R.C. 205.

16. Responsibilities and Qualifications of a Home Service Worker.

The Syllabus is not intended to be followed as a hard and fast guide but is flexible and is expected to be adapted to the peculiar needs of the territory from which the students come and to the degree of preparation which the students have had. The class discussions are concrete and practical and there is a liberal use of actual family problems and the case method of instruction.

The field work is done in connection with some existing social agencies in the city where the Institute is held, a large part being done with Charity Organization Societies, Relief Societies, Medical Social Service Departments, Child Welfare Agencies and the local Home Service Sections. It includes experience in interviewing families and making full inquiries regarding family situations, in formulating plans for families, in dealing with other agencies, and experience in details of office routine.

It is realized that a six weeks' training course does not produce a trained social worker, but such a course does open the eyes of the student to the possibilities for social service in her home community and it gives her some idea of how to utilize the community resources to the greatest possible good for the individual Home Service family and for the community as a whole. The Institute graduate goes back to her home as an apostle of Home Service and she has done much to awaken the interest and enthusiasm of her local

chapter.

The Institutes, which were originally held in twenty-five cities of the country, have steadily grown in enrollment and interest. 365 students from 195 different towns attended the first sessions of the Institutes. By March, 1918, the second sessions were being held or had been completed. There were then 800 Home Service workers in the country who had received or were receiving institute training. By the last of November, 1918, there were more than 1000 graduates of Home Service Institutes. Some of these graduates have accepted paid positions on the Division Staff or in their Home Service Sections, but the majority of them are serving as volunteer workers, usually the executive secretaries of their respective Home Service Sections.

The chapter course is a course of lectures and field work given by some member of the Division staff or some other person designated by the Division Director. The course is supposed to represent eight full days' work and is chiefly for the purpose of training volunteer workers to work with the executive secretaries. By the last of November, 1918, there were 7,000 persons throughout the country who had attended chapter courses. Besides the regular lectures for those attending the courses, there are usually lectures open to the general public, which have done much in educating the communities in the aims and methods of Home Service and in making possible more harmony and cooperation in the carrying forward of the work.

College courses have been given by the Sociology

Departments of a number of colleges and universities, lectures and field work being required and college credit being given for a satisfactorily completed course. In some states, the state universities and other colleges have given chapter courses or information courses through their extension Departments. The Universities of Wisconsin and Iowa, for instance, have cooperated with the Division staff in giving information courses throughout their states. In many Normal schools and Teachers' Institutes, information courses consisting of a series of lectures have been given. Home Service Conferences - state-wide, county-wide and regional - have been held in every Division and have been of value in training Home Service workers for their task.

The Field Supervisors who visit the Home Service Sections as representatives of the Division office not only act as supervisors of the work done but as educators in the principles of case work. They interpret to the Home Service Sections the policies and instructions of the Division office and their work as connecting links between the Home Service Sections and the Division headquarters is indispensable to the efficient and harmonious operation of the Home Service organization. They develop the local organization, so that Home Service may not fail in its duty through some apparently unimportant detail of lack of supervision of Branch representatives or of a "one-man" Home Service Committee or any one of a dozen flaws which make for inefficiency. They go over specific cases with the Home Service Section, suggesting possibilities and plans; they make a necessarily brief

survey of the local situation and the local needs, so that the staff in the Division office and the Home Service Section may understand each other and the Division staff know how it may best develop Home Service work in the community; they assist the Home Service Section in the establishment of certain office routine which makes for greater efficiency, showing them the importance of carefully kept records and illustrating different methods of systematizing the work; and finally, they give to the Home Service Section and often to the community as a whole a larger vision of the meaning and purpose of Home Service.

The insufficient number of Field Supervisors, their large territories and heavy work has made impossible the perfection and carrying out of the plans which both the Division Directors and the Supervisors themselves had hoped to accomplish. In some cases a Supervisor has had as many as 150 Home Service Sections which she is to supervise. These are often far apart and in districts which have poor transportation facilities. This necessarily eliminates the possibility of much intensive work. In spite of this handicap, however, the results of the Supervisors' efforts and zeal are gratifyingly evident in the better organization and work of the Home Service Sections.

The standards for supervision which the Director-General of Civilian Relief has set for 1919 are accepted by the Division Directors as their aim although it is recognized that some of the provisions are not practicable in some Divisions. The standards for 1919 are:

1. The Supervisors are to be at least of the grade of experience of district supervisors of associated charities. They should be experts in supervision of case work and have a knowledge and vision of community needs and possibilities.

2. There should be one Supervisor for not more than twenty Home Service Sections.

3. A visit to each Home Service Section at least every two months.

4. There should be a Director of Field Supervisors in each Division office.

5. Each Supervisor should spend a week of each month or its equivalent at the Division office.

6. There should be regular staff conferences of all Supervisors at least once in three months.

7. Every Home Service Section should be represented at a regional or state conference at least twice during 1919.

8. The same Supervisor should represent all interests of the Division bureau-personnel and standards, information service, after-care of disabled soldiers and recruiting of Institute students.

9. The Director of Field Supervisors should get a detailed report of each visit and have frequent personal conferences with the Supervisors.

10. The Director of Field Supervisors should help Supervisors plan their itinerary and correlate their work with that of case correspondents in the Division office.

This program for the Field Supervisors makes possible more intensive work with individual Home Service Sections and

will mean increased efficiency in the organization which has grown so rapidly in every part of America and has filled so admirably an increasing need throughout the country.

B. Growth.

The Red Cross has maintained that wherever there was a family who had sent a soldier or a sailor into the service of his country there was or would be a need for some form of Home Service. The fact that up to and including September 30, 1918, 2,522,394 men had been called to military service from all parts of the country³ and that many had volunteered meant that a tremendous field was open for Home Service. It meant that, if the need was to be adequately met, there must be a rapid growth in the number of chapters organized for Home Service and in their ability to solve the Home Service problems that would inevitably arise.

When the Division Directors of Civilian Relief were appointed in August or September, 1917, and made a survey of the status of Civilian Relief work in their Divisions, they found very few chapters organized for Civilian Relief or Home Service. The largest number in any one Division in September, 1917 was in the New England Division where there were twenty Civilian Relief Committees. Some Divisions had no Civilian Relief Committees or Home Service

³. See list showing number of men drafted from each state up to and including Sept. 30, 1918. Appendix A.

Sections organized within their territory. Great stress was placed on the importance of Home Service work and all chapters were urged to organize Home Service Sections. The rapid increase in the number of chapters organized for Home Service from September, 1917 to August, 1918 is shown by Table I.

Table I. - Showing increase in number of Home Service⁴ Sections in different divisions by months.

Divisions	No. of Home Service Sections organized											
	Sept	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug
New England	20	20	20	20	20	74	74	74	96	96	96	96
Atlantic	7	106	157	211	222	223	224	218	219	220	216	219
Central	0	0	102	195	282	254	264	264	264	264	326	481
Lake	0	0	0	182	211	237	281	281	281	345	356	356
Gulf	0	0	0	59	100	134	166	207	250	281	281	290
Potomac	5	32	37	74	85	79	100	133	190	190	278	278
Southern	14	105	205	290	349	391	416	431	447	453	458	453
Southwestern	15	80	111	210	335	424	515	620	658	663	689	689
Northwestern	0	52	52	75	87	93	100	105	105	105	105	106
Northern	0	77	98	107	124	157	167	182	162	217	232	249
Mountain	2	2	57	72	65	86	103	121	137	172	173	173
Pacific	0	0	58	34	43	44	102	112	127	143	148	149
Pennsylvania	0	57	76	76	76	98	100	101	105	105	105	105
Total	63	531	973	1605	1999	2294	2612	2849	3041	3064	3463	3644

The volume of work done by Home Service Sections has grown steadily since its beginning. Its increase can best be illustrated, perhaps, by a table representing the activities of Home Service from February 1, 1918, when comparable statistics for all of the territorial Divisions are

⁴ In every case where the Division Director made no mention in his monthly report of new Home Service Sections organized, it was assumed that the number organized was the same as in the preceding month.

first available, to and including July 1918, the last month for which the same system of reporting was used by all of the Divisions.

Table II. - Showing monthly growth of Home Service aid to families.

	Feby.	Mar.	Apr.	May	Jun.	July
No. of Home Service Sections	2294	2612	2849	3041	3064	3463
No. of Sections reporting	1261	1507	1516	1634	1850	1928
Total No. of families dealt with by sections reporting	41,737	58,207	67,905	87,639	108,890	141,316
No. of families to whom service was rendered by sections reporting	32,821	47,546	53,433	65,757	80,463	102,290
No. of families to whom information only was given by Sections reporting	8,916	10,661	14,472	21,882	28,427	41,617
Financial assistance given during month by sections reporting	\$183,666.64	\$263,496.65	\$251,409.33	\$299,589.55	\$313,494.65	\$353,025.42

That this growth in Home Service activities has been steady and continuous in all of the territorial Divisions is evidenced by the reports of work done in each Division according to months, and in the country as a whole, grouped accord-

ing to months.⁵

The development of the work in the Southwestern Division, including Missouri, Kansas, Oklahoma, Texas and Arkansas is peculiarly interesting in that the Southwestern Division combines within its territory the qualities of many other sections of the country. It has the conservatism of Missouri and the energetic progressiveness of some parts of Oklahoma and Texas. It has the city problems in Kansas City and St. Louis and smaller cities and it has the rural problems intensified in the isolated districts of Texas and the Ozark regions of Missouri and Arkansas. There are in the Division 8 cities with a population of 100,000 or more and 80 with a population of 8,000 or more. Territorially it is one of the largest Divisions, including as it does approximately 568,000 square miles. The growth of the volume of Home Service work done in this Division is perhaps typical of the development throughout the country. (See Table III.)

⁵ See Appendix B Tables showing monthly increase of work in each Division. Also Appendix C Tables showing relative amount of work done by different Divisions, grouped according to months.

Table III. Showing development of Home Service Work
in Southwestern Division by months.

Months	No. of H.S.S. reporting	Total No. fam- ilies dealt with	No. families to whom ser- vice was rend- ered	No. families to whom infor- mation only was given	Financial aid
1918					
January	274	1614	---	---	\$ 7,642.62
February	233	5846	3801	2045	9,825.38
March	195	4478	3190	1288	9,544.89
April	308	8035	4882	3153	9,287.13
May	325	11,010	6967	4003	11,953.91
June	331	14,386	8221	6165	14,483.70
July	343	20,417	11,638	8779	21,082.51
August	343	22,172	13,587	8585	28,071.68
September	329	23,744	13,929	9815	27,050.74
October	330	28,252	18,311	9941	31,003.71
November	344	35,082	21,601	13,481	42,365.42
December	355	36,973	23,828	13,146	52,692.39

This shows an average monthly increase in the number of families dealt with by Home Service of approximately 44%. The average monthly increase in money spent for relief was \$4550., the greatest increase being in the last two months of the year, since November shows an increase of \$11,361.71 over October's expenditures and the expenditures of December are \$10,326.97 greater than those of November.

In the light of the service for which the figures stand, they are significant of the need which there has been

for the type of service this branch of the Red Cross was prepared to render. They are indicative, too, of the efficiency of the country-wide organization which makes possible the systematic, intelligent giving of a service prompted by sympathy, love of humanity and patriotism.

III.

Problems of Home Service.

Home Service has touched families in every walk of life and has met whatever need it found.

First of all, Home Service has attempted to cheer and guide and interest those who were sick with loneliness and anxiety, to overcome the depression which the man's going away has created. It has done this through encouraging correspondence with the soldier or sailor, through strengthening personal and community ties, through advice in regard to family problems. Many families it has enlisted in war work, who needed the solace afforded them by service. Many have changed their outlook on life because of the knowledge that there was some one interested in them and ready to help in any emergency which might arise.

In actual service, the problems presented to the Red Cross Home Service are many and varied. In many cases the health of the soldier's family has been an important issue. Thousands of times, medical aid or nurses have been provided, advice given regarding health precautions, the family moved from unhealthful surroundings. In one typical instance, the wife of a soldier was living in a tumble-down shack in a small town of the south-west. The roof leaked, it was practically impossible to heat the house, the yard was low and the drainage poor. The wife was pregnant and there were indications of an abnormal condition. The Home Service visitor

promptly moved the woman into a more comfortable home and, after continued efforts to convince her of the necessity of it, took her to a physician, under whose care she has been since then. Often the Home Service worker has discovered health problems in a family, of which the family itself was unaware. Incipient tuberculosis, serious eye-strain and venereal disease are three of the troubles frequently found to be existing in a family totally unconscious of the cause, the nature of or the treatment for their ailment. Instructions in hygiene and preventive medicine have been given in a kindly, friendly way to thousands of families. It has ranged from instructions in pre-natal care to the most elementary principles of personal cleanliness and of the need for fresh air. Among the Mexicans of New Mexico, whose tuberculosis rate is very high proportionately, a campaign of fresh air has been conducted by Home Service workers and windows opened which have been sealed for years. Everywhere the Home Service workers have realized the importance of the health problem and have met it to the best of their ability and the resources of their community. Always the co-operation of the local health authorities has been sought; in a great many cases some arrangement with the local Medical Association has been made by which the physicians agree to give their services free or at a reduced rate when called upon by the Home Service Section for the care of soldiers' or sailors' families. In those communities where there are visiting nurses, their co-operation has been secured.

Home Service has had the problem of morals to deal with in many cases. With the stabilizing influence of the man of the family removed, the stability of the family itself has often been threatened. Perhaps the wife's standards have been lowered by loneliness or discouragement or by the belief that her failure to hear from her husband was proof that he no longer cared for her. Many, many times have Home Service workers assured wives that the failure to hear from the soldier in France was undoubtedly due to the difficulty in handling the mail and that wherever he was, he was expecting her to do her part at home and to be waiting for his return. When the Home Service worker has found these women, usually young wives, in this dangerous frame of mind, she has kept in close touch with them, encouraging them, appealing to their patriotism and their love, connecting them with their church or with some group whose influence is not only good but wisely and tactfully exerted, providing means of recreation for them-- in short, making every effort to carry them past the danger point which loneliness or hardships, and the stress of abnormal times may have created for them.

In one case (and there are many others similar to it) the wife had never heard from her husband in the nine months since he left this country. She and her two babies had never received a cent of his allotment or the government allowance. She could not leave her children alone when she went to work and she could not find anyone to whom she cared

to entrust them. The one place in the town where children were "boarded out" by the county was a thoroughly unsatisfactory place and charged more than she could afford to pay. Her mother-in-law in a distant state was willing that she make her home with her but could not give her financial help and neither of them was able to get sufficient money together for transportation. Worn out in body and in spirit by the struggle she had had, and desperate because of what seemed an almost hopeless future, the wife deliberately decided and planned to go to a near-by camp town and there to take "the easier road." It was at this psychological moment that the Home Service worker, learning accidentally of the delayed allotment and the woman's financial difficulties, called upon her. After two visits, the visitor secured the whole story, including the girl's intention of going to the camp town. It was a matter of only a few days to make arrangements for the girl to go to the home of her mother-in-law. Much-needed clothing was bought for the children, the matter of the allotment and allowance was taken up with the Bureau of War Risk Insurance, transportation was furnished, and equally important, the girl herself was strengthened and encouraged, as much by the spirit in which the aid was given as by the material aid itself.

Sometimes Home Service has been called upon to aid in the case of apparently unruly children in the soldier's family and whether the cause was physical and mental weakness

of an over-worked mother, or the lack of proper recreational facilities or some physical defect of the child, it has attempted to determine that cause and remedy it.

The removal of the breadwinner and the failure of the allotment to arrive has sometimes resulted in the children's being taken from school and put to work. Whenever Home Service representatives have learned of this, they have removed the necessity for the child's contribution to the family income and have done all in their power to see that his education was uninterrupted and that his earning capacity later in life should not be diminished by lack of proper preparation and of the normal childhood to which he is entitled. For those children who are ready to start to work, Home Service has helped to secure positions which offer a chance for personal development and promotion and will not interfere with their physical well being.

In many cases, the service rendered by Home Service has involved no financial aid. There is, for instance, the case of the young wife who was an expectant mother and almost childish in her helplessness. Hundreds of miles from her own people and away from all of her friends for the first time in her life, she depended upon the Home Service visitor for advice as to pre-natal care, for help in her sewing, for all of the little intimate things that her own mother would have done for her if she could have been with her. Another instance of real Home Service is the case of the old woman in the mountains of

Kentucky who tearfully confessed to the Home Service visitor that she could not read the letters she received from her sailor boy and whose joy and gratitude is pitiful to see each time that the visitor comes with the rural mail carrier and reads to her the letter which he has brought.

Home Service has had a peculiar responsibility for the welfare of the families of our foreign born soldiers and sailors. It has protected them from exploitation and has helped in their Americanization and education.

Another very important branch of Home Service work has been the information service. Families have been thrust into situations where a knowledge of their rights under the Soldiers' and Sailors' Civil Relief Act of March 1918 was essential. They have depended, for the most part, upon the Home Service Section of the Red Cross for an interpretation of that law. In fact, many of them have been totally ignorant, until informed by the Red Cross, of the fact that there was a law protecting them, under specified conditions, against eviction, foreclosure of mortgage, loss of insurance, sale for taxes or assessments, or the loss of homestead or other claims on public land. There have been unscrupulous lawyers and landlords who purposely kept them in ignorance of the provisions of this Act. Although the Act expressly provides "that no eviction or distress shall be made during the period of military service in respect of any premises for which the agreed rent does not exceed \$50.00 per month, occupied chiefly for dwelling

purposes by the wife, children or other dependents of a person in military service, except upon leave of court granted upon application therefor or granted in an action or proceeding affecting the right of possession," ⁶there have been many such evictions; there would have been many more had it not been for the information which the Red Cross Home Service has given the families of soldiers and sailors concerning their rights and privileges.

The War Risk Insurance Act as approved September 2, 1914 and amended October 6, 1917 and June 25, 1918, with its provisions for the payment of allotments and allowances to the families and dependents of enlisted men, for the payment of compensation to disabled members of the military and naval forces or to their families in the event of their death, and for the insurance of members of the military and naval forces against permanent and total disability or death, has been a hopeless wage to most of the families to whom it applies.

The law itself has not been understood and still less have the delays and mistakes in its administration been understood. Home Service workers have explained the law and have done all in their power to end the delays, to account for the mistakes and to alleviate the suffering which both have caused. Some delays and mistakes were, of course,

⁶
Soldiers' and Sailors' Civil Relief Act, Article III,
Section 300.

inevitable; those which occurred are attributable to many different causes. But whether the cause was an original application blank incorrectly filled out, the mistake of the man's officer or some clerk in the Personnel office at camp, the loss of the application at camp or in Washington, the fault of some inexperienced clerk in the Bureau of War Risk Insurance or the result of a change in filing systems made very little difference to the woman whose landlord refused to wait for his rent and whose children had to be clothed and fed. In at least 50% of the families coming to the Red Cross for financial help, the need has been created or greatly intensified by a delay in receiving allotment checks. The majority of these checks are not more than three months delayed but there are many instances where the expected allotment has not come for nine months or a year and all efforts to procure it seem fruitless. In many cases, the checks sent are for an incorrect amount--sometimes less than the correct amount, sometimes more. But when the amount sent has been more than that to which the family is entitled, further complications have ensued. Often, the check having been returned, no other check comes for months and the family may have repeated requests to return the incorrect check already returned. In some cases, families have been notified that, because of an over-payment, money will be withheld from subsequent payments, when as a matter of fact, no payments whatever have been received for months. Sometimes the allotment and al-

lowance has been coming regularly and suddenly stops; an inquiry giving the allotment number and other facts in the case produces the startling information that there is no record of an allotment's having been made! Frequent changes of the address of a family, the birth of a child, the marriage of a man formerly making an allotment to a mother or other class B dependents, the remarriage of a divorced man, the death of a child or wife, a change in circumstances whereby a family not formerly entitled to government allowance becomes entitled to it - all of these events and many other possible ones have often resulted in the temporary cutting off of the allotment, or in the sending of incorrect amounts. In each of these cases, the Home Service Section has stood ready with financial relief if it should be needed and with advice as to the best method of straightening out the tangled situation.

The information which the Red Cross Home Service is prepared to give has been brought before the public in a variety of different ways, besides being given to the individuals who came to the Home Service Section to obtain it. Newspaper articles have been published frequently; in many communities addresses were made to the drafted men as they were called to the service and literature given them explaining their rights and those of their dependents under the War Risk Insurance Law and the Civil Relief Act. Posters were prepared and put in conspicuous places throughout the community. In one town pamphlets giving this information

were placed in the comfort bags given the departing soldiers. In another town, literature on the subject was passed out to the soldier or sailor with every article given from the canteen. In several states where many fairs are held and largely attended, Home Service booths with posters and literature were in charge of Home Service representatives who were thus able to reach many people who would perhaps not have been reached in other ways. By many of the same methods, information has been given to returned soldiers and sailors regarding their rights to compensation and their method of procedure in continuing their government insurance or in converting it into ordinary life, twenty payment life or other usual forms of insurance.

The Red Cross Home Service has stood ready to give financial aid wherever it was needed. There have been some imposters, of course, who have applied for and have sometimes received financial help. There is, for instance, the case of a woman who claimed to be the wife of a soldier but whose marriage certificate was in another town. Letters were written to verify her statements but there was some delay and in the meantime considerable emergency relief was given. Finally it was learned that every address which she had given was false and that she was not and never had been married to the soldier. There have been other cases in which families asked Red Cross help and claimed not to have received allotment checks which they had long since cashed and spent. On the whole, however, the number of imposters

and those obtaining money under false pretenses has been remarkably small. This is partly due, no doubt, to the fact that the Red Cross is a quasi-official organization and in the eyes of many people is so closely identified with the government itself as to discourage misrepresentations. It is very largely due to the personnel of the Home Service Sections; trained workers or untrained but intelligent, discriminating persons working under the supervision of trained case workers have been able to discriminate in the great majority of cases, between those claims having merit and those not having merit.

There have been four types of families which have received Red Cross assistance more than any others:

(1) The family whose allotment and allowance has been delayed.

(2) The family with unusual needs for which the allotment and allowance failed to provide adequately.

(3) The family not entitled to care under the provisions of the War Risk Insurance Act but having a moral claim on the man in the service.

(4) The family whose soldier is serving in the army of an allied country which provides pay and separation allowance inadequate for maintaining a family in the United States.

In all the financial relief given, Home Service workers have tried to keep in mind the fact that financial aid is not to be considered as an end in itself but that

the aim of Home Service is to help families of soldiers or sailors to maintain or to develop a sound wholesome life, and that no cost is too great if it will help to accomplish that purpose.

IV.

Special Developments of Home Service.

Early in the development of the Home Service program it was discovered that Home Service in the home town was not sufficient and there grew out of the experiences of the work the realization that there was a need for two special types of Division representatives of Home Service (1) within the camps, in order to be in direct contact with the men and (2) in the camp cities, in order to deal with the problem of migrant families.

A. Associate Field Directors and their Work.

The Associate Field Directors, the Home Service representatives in the camps, are under the direction of the Division Director of Civilian Relief although their work is in close connection with the Department of Military Relief. When a soldier or sailor is worried about home conditions, it is to the Associate Field Director that he goes with his troubles. The Associate Field Director writes or telegraphs the Home Service Section in the man's home town asking for an investigation of the case and any help which the family may need. The boy hears that there is illness at home; through the co-operation of the Associate Field Director and the Home Service Section of the soldier's home town, it is a matter of only a few hours for the report to be confirmed or denied and the boy's mind relieved by the assurance of Home Service oversight and

assistance. In some instances, the case is reported to the Associate Field Director, not by the soldier himself but by his commanding officer. It may be that the officer wishes to verify statements made in applications for furlough or discharge and is enabled to do this through the Associate Field Director and the Home Service Sections. Often the inquiry originates with the local Home Service Section; perhaps it is a matter of business which requires the soldier's statement or advice; perhaps the family has not heard from him for some time or has heard that he is ill and is anxious to receive further reports; or it may be an important step which the Home Service Sections has talked over with the family but does not wish to take until the soldier himself has been consulted. The Associate Field Director acts as the connecting link between the Home Service Section and the soldier, interpreting Home Service to him and furnishing the personal contact which is necessary for complete co-operation.

A study made by the Associate Field Director at Camp Sherman of 150 cases handled by him during the month of April 1918 is interesting in its presentation of the number and types of problems involved.⁷

⁷ Report of Div. Dir. of Cir. Relief, Lake Division for April, 1918.

<u>Problems Involved</u>	<u>No. of cases</u>	<u>% of all cases</u>
1. Question of allotment and allowance-----	65-----	43
2. Home Service (friendly visiting, advice etc) 71-----	71-----	46
3. Material Relief-----	30-----	20
4. Sickness and Medical Attention-----	58-----	40
5. Business Problems-----	17-----	11.3
6. Legal Aid secured by H. S. S.-----	2-----	1.3
7. Furlough Investigated-----	34-----	22.6
8. Discharge Investigated (dependency)-----	38-----	25.3
9. Discharge Investigated (physical unfitness) 1-----	1-----	.6
10. Discharge Investigated (Alien Enemy)-----	2-----	1.3
11. Transportation-----	2-----	1.3
12. Employment-----	1-----	.6
13. Death-----	3-----	2
14. Location, Interview or information-----	19-----	12.6
15. Divorce-----	2-----	1.3
16. Illegitimacy-----	3-----	2.
17. Information regarding conditions in camp----	1-----	.6

The classification according to the apparent number of problems involved was as follows:

<u>No. of Problems Involved</u>	<u>No. of cases</u>	<u>% of all cases</u>
One problem only-----	50-----	33.3
Two problems-----	46-----	30.6
Three problems-----	21-----	14.
Four problems-----	19-----	12.6
Five problems-----	13-----	8.6
Six problems-----	1-----	.5

Average number of problems involved per case 2.3

Of these 150 cases, 96.6% were privates and 7.3% non-commissioned officers.

In the one month of November, 1918, the Associate Field Director in three Divisions - Central, Potomac and Southern - handled 20,366 cases. Evidently, the work of Associate Field Directors has come to be a very important feature of Home Service. It has required the greatest tact and judgment on the part of these men to acquire and hold the full confidence and co-operation of the military authorities in the camp, without which any effort would be not only useless but also harmful to Red Cross activities in general. It is a tribute to them and to their supervisors in the Division offices that the military authorities, almost without exception, now co-operate heartily with them and are enthusiastic in their appreciation of Home Service work done in the camps.

B. Home Service Agents and their work.

One of the most serious problems which confronted Home Service in the early days of the war was that of the non-resident families who flocked to camp towns to be near their relatives in camp. The volume and complexity of the work increased to such an extent that the local Home Service Sections were entirely unable to meet the situation. Nor was it fair to ask it of them; the Home Service Sections felt that they could not take care of the non-residents without neglecting the people residing in their own community. And, after all, a family which follows the man to the camp is still a resident of its home town and the responsibility of that Home Service Section. The Division Directors of

Civilian Relief, therefore, early in 1918 appointed Division representatives known as Home Service Agents, who were to go to the camp cities for the purpose of relieving the Home Service Sections there, of connecting the non-resident families with the Home Service Sections of their own homes, of urging their return to their homes, and of giving them any help which was necessary while they remained in the camp city. About thirty Home Service Agents have been employed in ten Divisions; the Northern, Northwestern, Pennsylvania and Insular Divisions have had no Home Service Agents but the non-resident problem, if it existed in these Divisions, has been handled by the Home Service Sections of the camp cities.

The problem which the Home Service Agents met was enormous. Hundreds of families arrived practically penniless in a strange city, which was already crowded far beyond its capacity. Many others arrived in fairly comfortable circumstances, expecting to find work without difficulty and with their earnings and their allotments, to be able to live on much the same plane as that to which they had been accustomed at home. They found many conditions which had not entered into their plans. Rooms were scarce; in some places, there were practically none available. People sat up all night in railway stations and hotel lobbies. Bed, cots, or even mattresses were placed in the halls of hotels and private houses and vacant buildings were lined with them. The problems growing out of these crowded conditions were those always attendant upon over-crowding - problems of morals and of health,

chiefly. With such a demand for rooms as existed, rents soared. In one camp town of the Southwestern Division, a town whose normal population was about 8,000, rents ranged from \$5.00 to \$10.00 per week. It was impossible to find even the most undesirable room in a dirty, down-town rooming house for less than \$5.00 per week, while the rooms in the one hotel were \$4.50 per night and few were available at even that price. In another town of the Southwestern Division, it was estimated that 800 people slept in the railway station during one month. The families coming into the camp town had not foreseen any such conditions.

Home Service Agents were very frequently called upon to assist the family in finding rooms. Usually the War Camp Community Service maintained a housing bureau which was of assistance to the Home Service Agents in this respect. In some towns, however, this housing bureau was inactive; and even where it did all that could be done, rooms could not be secured when none were available, and rents could not be reduced when the demand so far exceeded the supply.

Nor had the non-resident families anticipated the difficulty in securing work, which they encountered. Many of the women were planning to pay all of their expenses from their wages, in the interval before the allotment started. They found that the supply of labor in the camp town was usually already much greater than the demand. Many women were unable to obtain any employment; others were forced to accept positions for which they were physically

or temperamentally unfit. One intelligent, capable woman who had been a school-teacher accepted a position in a small ill-smelling, poorly lighted tailor shop in a foreign district, for which she received the munificent sum of \$5.00 per week. The most sought-after positions were usually those provided by the government in the camps; they included canteen work, stenographic work, domestic work, employment in telephone exchange and in the Reclamation Department work-shops of the Quartermasters' Corps. An investigation made October 1, 1918 of the women employed on the military reservation at Fort Sill, Oklahoma showed the following distribution of the 243 women there engaged:

Reclamation Department Workshops-----	100
Nurses-----	57
Stenographers-----	33
Telephone Operators-----	10
Domestic Servants-----	33
Hostess House Staff-----	3
Base Hospital Dieticians-----	4
Technicians-----	3

Of this number about half were the wives of soldiers. The Reclamation Department of the Quartermasters' Corps employed soldiers' wives and mothers almost exclusively but in the other lines of work there was no discrimination made in their favor. Sometime after this survey was made, the Reclamation Department added to its sewing and mending shops, hat shop, and shoe shop a modern well equipped

laundry which provided employment for many soldier' wives. Another survey of the women employed on the military reservation made in February 1919 gave the following classification:

Clerks-----	57
Book-keepers-----	1
Telephone Operators-----	11
Reclamation Shop Workers-----	58
Domestic Servants-----	35
Stenographers-----	24
Nurses-----	60
Laundry Workers-----	<u>200</u>
Total----	446

The proportion of this number who are soldiers' wives is about the same as in October - approximately one half. The minimum wage paid at the Reclamation Department to any of the women employed there was \$14.00 per week; the maximum was \$16.50 in the sewing rooms, \$18.00 in the laundry. This offered by far the most attractive opening to the soldiers' wives living in Lawton, Oklahoma, but only a small percent of those desiring employment could obtain it in the Reclamation workshops. In other camps, the policy of the Reclamation Department varied; in some, large numbers of soldiers' wives have been employed; in others, the soldiers themselves have done practically all of the work in the workshops.

Those women who failed to secure employment at

the camp have been engaged in various occupations in the camp cities, the range of occupations open to them being largely determined by the size of the town. In the smaller camp towns, the majority of them worked as waitresses or domestics. In larger towns, there were positions open to them in factories. In Houston, Texas, for instance, a large number of the non-resident wives of soldiers worked in bag factories and pickle factories located there. In some camp cities, the town has been built out almost to the camp, small shops of every description being located near the camp and catering to the trade of the soldiers. These shops have employed many of the soldiers' wives, who are practically the only ones living in the neighborhood of the camp. They have the advantage of providing opportunities for them to work near their homes but they have usually paid low wages and have charged high prices, often as much as one third higher than the price of the same articles in the down-town stores.

The employment problem has been less complex in its relation to Home Service workers in those cities which had Y. W. C. A. or municipal women's employment bureaus. The Home Service Agent has co-operated with them and, where they did not exist, has had to conduct an employment bureau for her soldiers' families. Many business men did not care to employ soldiers' wives because they felt that their residence in the city was too temporary. It has been no small task for her to provide suitable work for those women who could work, not only for those who were eager to secure it but also for those who were able to work but inclined to rely upon the

Red Cross for support.

Another problem which has been an urgent one in camp cities is that presented by the health conditions and the inadequate facilities for meeting them. The local physicians have had far more than they could do; the hospitals have been crowded. Usually the physicians and the local health officers have been accommodating and willing to help to the extent of their time and strength. Where they have not assumed this attitude, the situation has been still further complicated. In one small town of the Southwestern Division, there were only two of the dozen physicians there who indicated any willingness to co-operate with the Home Service Agent and the local Home Service Section. The one hospital in the town had a capacity of twenty four beds. There were no visiting nurses. These facts continued to increase the work developing upon the Home Service workers, particularly the Home Service Agent who had to find some way of providing for strangers, sick and without money or friends. In one case in this particular town, a non-resident soldier's wife was in desperate need of an operation. No allotment had been received for six months, there was no money to pay for the operation and no one to care for the two young children in case the mother went to the hospital. The physician who had the case refused to perform the operation unless he had his fee actually in hand and yet he frankly said that the operation was necessary if the woman's life was to be saved! The hospital refused to accept her

there unless the first weeks' bill was paid in advance. The Home Service Agent paid the physician and the hospital, provided a woman to care for the children during the mother's stay in the hospital, paid a practical nurse to stay with the mother until she had recovered, and gave a regular weekly allowance in the form of a loan for the family's support. The gratitude of this family was almost pathetic; they realized that the woman's life would probably have been lost had it not been for Home Service.

The Home Service Agent has had a large health problem in connection with pregnant wives of soldiers who have followed the men to the camp cities. They have instructed them in pre-natal care and at the time of the woman's confinement have often provided medical and nursing attention.

In one camp in Texas, arrangements were made with the Commanding Officer of the Base Hospital for one wing to be added to the Hospital by the Red Cross for the use of non-resident soldiers' families and the medical care and nursing to be furnished by the Hospital. This plan was a great help to the Home Service Agent in that city but unfortunately was impossible in most camps.

In those camp towns where certain medical officers are detailed from the Base Hospital to furnish medical care for the non-resident families and where there is a Sanitary Unit of the Red Cross with one or more visiting nurses, the situation has been greatly simplified; in the other camp towns, the Home Service Agent has had to work out a solution

in her own way and it has meant an endless and discouraging task for her.

The problem of morals has been a very serious one in most of the camp towns. Disregarding camp followers and commercialized vice as such, the tendency to immorality in individual cases has demanded the most careful and tactful attention of Home Service. The question of commercialized vice in the camp town has been for the Section on Vice and Liquor and the Section on Women and Girls of the Law Enforcement Division of the War Department Commission on Training Camp Activities. The question of the soldier's wife who has become immoral or shows a tendency to immorality or of the unmarried mother the father of whose child is a soldier is for the Home Service worker acting with the representative of the Section on Women and Girls.

The young married woman who goes to the camp town is removed from the protection of several elements of social restraint which existed in her home town. Neighborhood influences, the opinion of her friends, the influence of her church, family influences have reacted upon her life at home in two closely related ways: (1) She tends to live up to the standards set by her family and friends, and (2) the elements of family and neighborhood life tend to furnish normal outlet for her emotions. In the camp town these elements of restraint are removed and at the same time the girl is in the presence of unusual temptation because of the upheaval in the routine of her life and the abnormal conditions under

which she is living, her loneliness in a strange town, the association with army or navy men who are themselves living under abnormal conditions. The situation then becomes a test of two things - the girl's personal standards and strength of character, and the strength in her individual case of that element of social restraint furnished by public opinion or society in the abstract.

That the test has been too severe for many soldiers' wives who have followed their husbands to camp cannot be doubted, in the light of the experience of both the Home Service Agents and the Fixed Post Representatives of the Section on Women and Girls. The statements made by four of the Fixed Post Representatives of the Southwestern Division regarding the number of their cases handled who are soldiers' wives show the status of the problem in their communities.

(See Table IV.)

Table IV. Showing proportion of soldiers' wives dealt with by four Fixed Post Representatives to total number of cases dealt with by them.

Place	Total no. of cases	No. of cases who were soldiers' wives	Approximate % of soldiers' wives to total cases dealt with
San Antonio, Texas.	231	51	22%
Austin, Texas. ⁸	54	6	11
Houston, Texas.	80	38	47.5
Lawton, Okla.	<u>269</u>	<u>83</u>	<u>31</u>
Total	634	178	Aver.% 28

⁸The work of the Fixed Post Representative at Austin is not strictly comparable to that of the others mentioned as her work in accordance with the expressed desire of the community, has included more of the preventive and protective features and less of the Law Enforcement. It follows that she has probably dealt with younger girls.

Of the 83 soldiers' wives handled through the office of the Fixed Post Representative in Lawton, 52 were non-resident women; 4 of them had come to Lawton to marry soldiers; 7 of them had come to Lawton after they were married, although the husband was in some other camp or in France; the other 41 had followed their husbands to Lawton. In two cases, the husbands were acting as solicitors for their wives; in the great majority of cases, however, the husband was ignorant of the wife's conduct. A number of the 46 women whose husbands were or had been at Fort Sill had remained in Lawton after the husband left for France or for another camp and had begun illicit sex relations after the husband's departure; at least 14 of them are known to have begun illicit sex relations while the husband was still at Fort Sill, usually while the husband was in the guard-house or the hospital or was confined to camp for some reason.

The Home Service Agent at Lawton handled 239 cases of soldiers' wives. In 22 of these cases the wife was found to have illicit sex relations after marriage to the soldier - either as a commercialized prostitute or a "charity" prostitute. Four more presented the problem of illegitimacy but there was no indication of continued immorality after the marriage of the girl to the soldier who was the father of her child. 14 others were of exceedingly doubtful character and were probably practicing prostitution although there was not proof of that fact. In 40 cases out of 239 which came under the care of the Home Service Agent in this one camp town, or approximately 16% of the total cases dealt with, the

question of morals was an important problem. In many other cases, there was preventive work to be done.

The size of this problem has necessitated a carefully worked out plan of co-operation between the Home Service Agent and the Fixed Post Representative of the Section on Women and Girls. It was accordingly agreed that there should be a joint responsibility for treatment in the case of the unmarried mother, the father of whose child is a soldier, or of the delinquent wife of a soldier. Each such case is discussed in a conference of the Home Service Agent and the Fixed Post Representative and a plan made; often the Associate Field Director is present at the conference and, if the question of venereal disease enters into the problem, the medical officer representing the United States Public Health Service in the camp town is also consulted. The major responsibility for making and carrying out the plan for the family rests upon the Home Service Agent, since it is essentially a family problem. The Fixed Post Representative is responsible for that part of the plan pertaining ~~to~~ particularly to the moral welfare of the woman. The Home Service Agent is responsible for the contact with the woman's family, for all matters pertaining to the support and care of the children if there are children, and for the money necessary for the carrying out of the joint plan. The exception to this plan of joint responsibility is in the case of soldiers' wives who are "leading lives of gross sexual irregularity and where there

are no present or prospective children involved;" these women become the exclusive responsibility of the Fixed Post Representative. Each individual case must, of course, be carefully investigated and studied by the Home Service Agent in order to determine whether or not the woman in question is "grossly immoral" or may be reclaimed to a normal, useful life by careful family contacts and by the service which the Home Service Agent is justified in rendering.

An illustration may make plain the working out of the plan of co-operation between the Home Service Agent and the Fixed Post Representative. Mrs. S., a pretty country girl of eighteen, came to the office of the Home Service Agent in Lawton, Oklahoma to ask for help in securing her allotment and allowance. Her husband had been in the service for more than a year but had not made the compulsory allotment nor applied for the government allowance for Mrs. S. or her four months old baby. Mrs. S. was accompanied to the office by a soldier who was not her husband but who claimed to be an old friend from her home town. The Home Service Agent took all of the necessary information regarding the allotment, helped Mrs. S. to file application for the allotment and, sensing a need for real service other than that for which the girl had asked, promised to visit her the next day. When she had called and had gained the confidence of Mrs. S. she learned that Mr. S. was at that time in the guard-house at Fort Sill, awaiting trial for desertion. Mrs. S. had left her father's home on a farm in another part of the

state, in order to be near her husband. She had no money at the time of the Home Service Agent's visit and she could not leave her baby while she worked. She told the visitor that she suspected that both she and her baby had been infected with venereal disease but thought they were cured. The soldier who had accompanied her to the office she acknowledged to be a chance acquaintance she had made since she had been in Lawton. By much persuasion, the Home Service Agent finally secured her promise to go to the Public Health Service office for a physical examination and then to go to her father's home, where the help of the Home Service Section would be enlisted in securing treatment for her and financial aid would be given until the allotment arrived. The case was reported to the Fixed Post Representative by the Home Service Agent as Mrs. S. seemed likely to become a responsibility for the Section on Women and Girls if she stayed in Lawton. On the day when the Home Service Agent was to send her home, Mrs. S. disappeared. When she was finally located in a house of prostitution by the Fixed Post Representative, it was found that she had been living with the soldier with whom she had first been seen at the Red Cross office. When he was sent to the Base Hospital, she had lived with another soldier, Pvt. W. Two weeks previous, she received an allotment check for \$390.00 and turned it over to Pvt. W. to cash and to keep for her. Together they had spent \$210.00 in two weeks and the other \$180.00 had been gambled away by Pvt. W. The Fixed Post

Representative and Home Service Agent arranged for a mental examination for Mrs. S. by the psychiatrist in the mental ward of the Fort Sill Base Hospital, who pronounced her mentality to be that of a child of ten. She was examined by the Public Health Officer and found to be infected with both syphilis and gonorrhea. She was taken in charge by the Fixed Post Representative until arrangements could be made for the care of the child when she should go to the Detention Hospital for treatment. In the meantime the Home Service Agent sent for the mother of Mrs. S. to come for the baby. The local Home Service Section in the mother's town paid her transportation to Lawton; when she reached there, the Fixed Post Representative and the Home Service Agent explained the entire situation to her, the girl's low order of mentality, the importance of adequate treatment for her disease, et cetera. Consequently, when the Fixed Post Representative took the girl to the Detention Hospital and turned the baby over to Mrs. S's. mother, both Mrs. S. and her mother had changed their first attitude of rebellion and could see the reason for this necessary action by the Law Enforcement Officer.

Through the Associate Field Director, the Commanding Officer of Pvt. W. learned of the case and saw that a monthly allotment of \$20.00 should be taken from Pvt. W's. pay until the debt to Mrs. S. was cancelled. Arrangements were made through the local Home Service Section for Mrs. S's. baby to be receiving treatments as he too showed a syphilitic infection. Through the co-operation of Home Service, the Section on

Women and Girls and the military officers this family has been helped through a most critical period and a fairly normal life made possible by giving to the girl's family a better understanding of her limitations and needs than they had ever had before.

The four problems mentioned - housing, health, employment, morals - have been those most frequently at the basis of the need for service by Home Service Agents. There has, of course, been a large amount of financial help needed by the non-resident families in camp cities. They have needed the information which the Red Cross could give them. They have needed service of every conceivable type, ranging from the settlement of disputes with irate landlords to "Home Service" marriages, and to actual manual work when there is sickness or death in the family. The Home Service Agent has, with every case, tried to connect the family with the Home Service Section of their home town in order to make the Home Service Sections feel the responsibility for their own townspeople and to give them a more thorough understanding of the needs of the family when they return home. The families have in the great majority of cases been urged to return to their homes in order to relieve, so far as possible, the abnormal conditions existing in the individual family and those of the camp community as a whole. The Home Service Agents have been a very important and much-needed link in the chain of Home Service throughout the country; it is only since demobilization in the camps has been pro-

gressing rapidly that the non-resident problem in the camp town has ceased to be one of the most urgent ones which Home Service has had to meet.

Table No. V.- Showing families dealt with and financial relief given by Home Service Agents of the Southwestern Division from the inauguration of their work to January 1, 1919.

	Little Rock, Arkansas	Ft. Worth, Texas.	Waco, Texas.	San Antonio, Texas.	Houston, Texas.	Junction City, Kansas.	Lawton, Okla.	Total
Total No. of families under care	355	494	558	1119	455	482	193	3656
Total No. Grants made	26	114	118	165	137	15	83	658
Amount of these grants	142.45	779.08	754.38	893.30	987.42	88.50	825.14	4170.27
No. of Grants repaid	-----	18	1	28	13	4	7	71
Amount of grants repaid	-----	182.00	1.00	185.04	118.22	122.62	39.25	648.13
Total No. of loans made	264	350	608	819	401	363	145	2950
Amount of these loans	3416.46	5855.20	7354.45	13,191.15	4696.22	8270.04	1986.08	44,769.60
Total No. of loans repaid	141	131	205	283	88	164	49	1061
Amount of loans repaid	2143.76	2358.80	3921.92	5853.11	1633.51	3503.97	737.19	20,152.26

V.

The Future of Red Cross Home Service.

A. The Immediate Future of Home Service.

Home Service is not a thing of the past, although the war emergency is over. There are thousands of families who will still need advice and service of various kinds until the soldier or sailor comes home. Moreover, since the signing of the armistice, their patriotic fervor has waned; they were willing to give the soldier uncomplainingly during the war but now they are impatiently awaiting his discharge. Just as the Home Service representatives in France and in the camps in this country have had the difficult task of helping to maintain the morale of the men since the signing of the armistice, so the Home Service Sections had to maintain the morale of their families. Even after the soldier returns, there will be the difficult period of readjustment to civil life when he and his family will need Home Service. The Home Service workers will often have to cooperate with the Federal Labor Board in securing work for discharged soldiers. The men may need financial help until they can again be independent; some will need financial assistance in starting their work, in buying tools or in establishing their business. There will be all sorts of family problems which the man's return will intensify and which will demand the most careful Home Service. Emergencies will continue to arise in the soldiers' families for which

their period of service has left them unprepared and in which they will turn to the organization upon which so many of them have depended before the discharge from the service. There will still be matters of delayed allotments, arrears of pay, Liberty Bonds not received, concerning which they will turn to the information service of the Red Cross Home Service. There will be the need of the stabilizing influence which can be given the soldier by an organization willing and eager to help in sane, thoughtful ways and at the same time not increasing the problem by the hero-worship which the general public will be inclined to lavish upon the returned soldier.

The greatest specific problem which Home Service will have to meet in the immediate future is the after-care of discharged, disabled soldiers. There is the problem of the man discharged on account of tuberculosis. Until July, 1918, the policy of the Surgeon General was to immediately discharge all men found to be suffering from tuberculosis. If the disease was diagnosed as acute tuberculosis or as chronic tuberculosis which had developed after the man had been in the service for three months, the man was considered entitled to compensation under the War Risk Insurance Law and to government care. On the other hand, if the disease was discovered before the man has been in the service for three months, he was not compensable and the government was not responsible for his treatment because (1) he was not considered fully enlisted until after three months of service and (2) it was assumed that the disease existed prior to enlistment.

Under the operation of this policy, approximately 10,000 tuberculous men were discharged from the Army up to June 1, 1918. In May, 1918 a more liberal policy was adopted and has since been in effect. According to this policy, all discharges on account of tuberculosis are postponed until the man is cured or as nearly cured as possible. Also in May, the War Department provided that after a man has been accepted for military service, any subsequent disability shall be considered as having been incurred in the line of duty (thus making the soldier entitled to compensation) unless it can be shown that the disability is a result of his own carelessness, misconduct or vicious habits or unless the history of the case shows unquestionably that the disability existed prior to entrance into service.⁹ This enables the men to secure Army sanatorium treatment at one of the five hospitals providing facilities for tuberculosis patients.¹⁰ Home Service can do much during this period of sanatorium care to assist the families in a material way and by encouragement and advice. By creating the proper attitude of mind on the part of the family to the man's condition and by showing the advisability of continued sanatorium care for him, Home Service workers can help the man in his fight against

⁹General Order No. 47 of the War Department, issued May 11, 1918.

¹⁰These five hospitals are located at Fort Bayard, N. Mex., New Haven, Conn., Markleton, Pa., Waynesville, N.C., Azalea, N.C., Denver, Colo., Whipple Barracks, Ariz., and Otisville, N.Y.

the disease and can make it clear to him that his family and his country consider it his first duty to recover his health and expect him to take advantage of the careful supervision and treatment which is available.

Obviously the greatest opportunity for Home Service in connection with the tuberculosis soldier himself is with those discharged from the service under the old policy of the Surgeon General or those discharged after sanatorium treatment, who are still in need of care and advice in their homes. The name of every man discharged from the Army on account of tuberculosis is sent by the office of the Surgeon General of the War Department to the National Tuberculosis Association. The National Tuberculosis Association sends these lists of names to the State Boards of Health, the State Anti-tuberculosis Associations and the Division Directors of Civilian Relief of the American Red Cross. These three agencies, through their local representatives, cooperate in the service to the discharged soldier. It is very often the province of the Red Cross Home Service to render financial assistance to the man and his family, to work with the local health officers and the representative of the anti-tuberculosis association in safe-guarding the interests of the man and of the community, and in urging sanatorium treatment whenever it is available. Where there is no Anti-tuberculosis Association and where the cooperation of public health officials for any reason can not be obtained, the responsibility of the Home Service worker is increased; she must then equip herself with information concerning the care for and prevention of tuberculosis and a knowledge of the resources

of the state for the treatment of the disease. She must take the initiative in urging the man to accept proper medical care and she must provide financial assistance, when it is needed, during the period between the man's discharge and the development of some permanent plan for the family's support.

While the problem of blindness in discharged soldiers will be a comparatively small one, it will require most careful and specialized attention where it does exist. Blind soldiers are treated and taught by the Medical Department of the Army and by the Red Cross Institute for the Blind at General Hospital #7 at Baltimore, Md. After the man has been sent home, Home Service workers will cooperate with the Board of Vocational Education in helping him back to the possibility of economic independence through specialized training. Perhaps the hardest task which Home Service will have to accomplish with the blinded soldier will be the encouragement of the man and the development of a constructive, sanely helpful attitude on the part of his family and friends.

No group of disabled soldiers will need more in the way of intelligent treatment, sympathy, patience and moral support than those suffering from some form of "war neurosis". Of all the American soldiers returned from France up to August, 1918, approximately 35,000 or nearly 25% were discharged on account of some mental or nervous disorder. The physicians, in making an exact diagnosis, in prescribing treatment and in deciding when a patient may be safely sent

to his home, rely to some extent upon the information which they can get regarding the man's personal, family and community background. This confidential information is secured by the Home Service Sections upon the request of the Division Director who has received a request for it from the hospital where the man is located. After the soldier is discharged and returned to his home, Home Service must undertake the responsibility of helping his family and friends to understand the nature of his illness - which so often does not seem to them an illness since it is attended by no physical symptoms - and of helping him make the effort upon which his cure so largely depends.

The disabled soldier, regardless of the nature of his disability, is not discharged from the service until completely recovered, or as nearly as possible. According to the Vocational-Rehabilitation Law (Smith-Sears Act) enacted by Congress and approved by the President June 27, 1918, "all medical and surgical work or other treatment necessary to give functional and mental restoration to disabled persons prior to their discharge from the military or naval forces of the United States shall be under the control of the War Department and Navy Department respectively".¹¹ According to this provision then, any bedside or ward occupation, as well as curative workshops in connection with the

¹¹Vocational-Rehabilitation Law, Section 6.

hospitals may be utilized under the direction of the military medical authorities. When the soldier is discharged, he may be offered the privilege of taking vocational training courses under the Federal Board for Vocational Education, provided that he is compensable, according to the War Risk Insurance Law.¹² The Federal Board through its District Vocational Officer considers each individual case and decides upon a course of vocational training, basing its decision upon (1) the man's preference, (2) his previous education, (3) his previous industrial experience, (4) the labor situation, (5) the physician's statement as to those forms of employment which he should or should not accept. The facts concerning the case are frequently secured for the Board by the Home Service Sections, a carefully worked out plan of cooperation having been adopted by the District Vocational Officer and the Division Director of Civilian Relief. The Board may utilize any existing school or other institution for the vocational training given the disabled man. In some cases, it utilizes also a business concern, in which, with the cooperation of the employers and other employees, the soldier serves an apprenticeship. Many universities and colleges have arranged specially adapted courses of instruction for the men sent there by the Board of Vocational Education. The courses

¹²Section 300, Article III of War Risk Insurance Law provides compensation "for death or disability resulting from personal injury suffered or disease contracted in the line of duty".

provided by the Federal Board range from professional training to mechanical or agricultural courses and may continue from a few months to several years, depending on the needs of the individual case.

During the time of the man's training, he is entitled to compensation from the Federal government through the Bureau of War Risk Insurance and the Board of Vocational Education is authorized to add to the compensation a monthly allowance to cover living expenses; traveling expenses, transportation tuition and books are also paid for by the Board. The disabled soldier who is taking vocational training is therefore amply provided for. If the man is married, he is required to continue from his compensation his compulsory allotment and the government allowance continues as if the man were still in military service. The family is therefore in practically the same condition as before the man's discharge. They may still need financial help from the Red Cross Home Service, they will still need advice and information. Home Service must be prepared to give the families what they may need, to interpret to them the government's plan for the soldier's or sailor's rehabilitation and to make them see the advisability of his taking advantage of it. This will be the more difficult in the case of those men who are not incapacitated for work and who do not wish to leave home again, even though they realize that the training will ultimately mean a happier and more useful life and an increased earning capacity. Home Service must bring before the eyes of the

disabled soldier, his family and the community the work of the Red Cross Institute for cripples established in New York under the direction of Douglas C. McMurtrie and the possibilities which it offers; it must interpret the work of the Federal Board of Vocational Rehabilitation; it must educate the family and the community in their attitude to the disabled soldier, in the realization of the fact that upon that attitude depends very largely the question of whether the man's future life is to be one of dependency and helplessness or one of independence and usefulness.

E. The Contribution of Home Service to Social Work in America and the Plan for Permanent Home Service.

After the problems of demobilization are over and the need for after-care of disabled soldiers is less acute, what is to become of Red Cross Home Service? Is it to be considered a strictly war program, whose period of usefulness ceases with the war emergency? Or is it to continue on a peace basis? These have been the questions uppermost in the minds of Home Service workers and of many other social workers during the past few months.

It has been "the hope and the aim of the Red Cross that through its Home Service it might help to awaken a national spirit of social responsibility so that when the war is ended, America should have not a new social problem, but instead a new and greater social force in working out its destinies."¹³ The extent to which it has accomplished this is indicated best by its accomplishment in the rural districts

¹³W. Frank Persons, Soldiers' and Sailors' Families. In Ann. of Am. Acad. - May 1918, Vol. 77, No. 166 - p. 173.

and the smaller towns of the country. Social Service as an organized expression of the spirit of social responsibility has been developed in the cities and its vocabulary and technique have naturally been shaped by city conditions.

The social problems of the rural districts have been left more or less untouched. The fight against tuberculosis is just beginning to extend into the rural districts. The Juvenile Courts which are theoretically found in eighteen states have not yet developed any efficiency in rural districts. Practically the only case of a trained social worker located permanently in a rural community to become a part of that community and to help shape its thought through her identity with it, yet under the supervision of a central office is in the county agencies of the New York State Charities Aid Association. Theoretically, the Missouri plan of a County Board of Public Welfare with a well-trained full-time worker who could serve as attendance, probation or parole officer, act as the agent of the state employment bureau, administer poor relief and be available for and responsible for all forms of social service in the county is a move toward the solution of the rural social problems. This plan and the slightly different ones followed in Minnesota and North Carolina have great possibilities but as a generally applied and efficiently operated system their possibilities are largely in the future.

The American Red Cross has demonstrated the essential unity of social work and the fact that the problems of

widowhood, desertion, old age, intemperance, feeble-mindedness, unemployment and the other causes of misery listed by Dr. Devine are essentially the same whether they are found under rural or urban conditions. It has established in its Home Service organization a nation-wide agency of service that has reached the rural problems in a more far-reaching and thorough way than has ever before been attempted. In the rural communities, Home Service has not been turned over to the poorly-equipped persons of the community; it has demanded the best the community could offer - the best in training, experience, ability and spirit of service - and with few exceptions it has received the best. To them it gives training and continued oversight, which have never before been available on a country-wide scale. Not only the Institute graduates but also those who have attended chapter courses and even those whose only instruction has been that given by the Field Supervisors have had their social view-point broadened. They have learned something of the technique of a first interview with a family, of visits to relatives, employers, and previous addresses; they have gained some conception of the methods of giving financial relief without pauperizing the family. They have learned something of the necessity and the method of keeping case records and of systematizing their work in general. They have grasped the difference between mere relief-giving and constructive, preventive family work. Through their contact with soldiers' families, they have come to realize the conditions under which their neighbors are living, conditions which

can be changed only through community or state action. It has brought before their eyes the appalling absence in the country at large of suitable means for caring for people in various kinds of distress.

In the light of this social awakening which Red Cross Home Service has undoubtedly fostered, the leaders of Home Service work felt that the liquidation of Home Service when the period of demobilization is over would mean the destruction of a valuable social asset and, in many parts of the country, the only social asset of its kind in existence. Consequently the Division Directors of Civilian Relief undertook to determine by questionnaires, letters of inquiry to Home Service Sections and through unsolicited letters on the question, the desire of the Home Service Sections, and through them of the American people, with regard to a future Home Service program on a peace basis. Thirteen of the fourteen Division Directors found that in a large number of the communities of their Division there was a decided desire for the continuance and extension of Home Service. The one Division least interested in the future of Home Service, the New England Division, is the Division best equipped with social agencies. The greatest desire for future Home Service work was evidenced in the south and west, where social agencies are comparatively few.

On February 18, 1919 a meeting of Division Directors of Civilian Relief and their Associates was called in Washington, D.C. to discuss the future policy of Home Service.

After discussion by the entire group, a committee consisting of Mr. Alfred Fairbank (chairman), Miss Ida M. Cannon, Dr. J. L. Gillin, Mr. Harry L. Hopkins and Mr. Emmet W. White was appointed to consider the question, to make recommendations as to the future of Home Service and to make suggestions as to the method of procedure. In view of the need for organized social service and the increased recognition of this need by the general public, in view of the social wreckage left by the Influenza epidemic and hardly yet realized by the public, in view of certain problems existing in some parts of the country but national in importance (such as non-resident tuberculous family in the Southwest or the need for help and guidance in our Island possessions) and in view of the remarkable possibilities for country-wide social effort through an organization already efficient and far-reaching, the committee recommended that Home Service be continued and extended upon a peace basis. The plan provides: (1) that Home Service undertake for any families such forms of counsel and service as are now extended to soldiers' and sailors' families and that it eventually be extended to include preventive efforts and a promotion of general community work; (2) that Home Service supplement governmental agencies - state and national -, acting as liaison units for the Federal Children's Bureau, the United States Public Health Service, Department of Labor, Department of Education, Department of Interior's home demonstration agents, State Boards of Health, et cetera; (3) that disaster relief shall be re-

tained as a function of Home Service; (4) that Home Service shall continue to train and enlist social workers; (5) that a close cooperation be maintained with the Red Cross Department of Nursing in the working out of their public health program. The committee suggested that the following conditions be imposed upon those Home Service Sections which wish to extend their activities and to continue to operate as an integral part of Home Service;

(1) Home Service Sections will not attempt to duplicate the work of any existing agency organized and equipped to do that particular kind of work.

(2) In extending their work, Home Service Sections must recognize their responsibility to soldiers and sailors or to their families as their primary obligation, the efficient discharge of which is to be in no way affected.

(3) Home Service Sections may extend their work beyond its present limitations, only after a formal application by the chapter executive committee to the Division Manager and Division Director of Civilian Relief and the assurance that the work can be financed for a period of one year from the date of application and that it will be conducted in accordance with standards set by the Department of Civilian Relief.

(4) When such application has been approved, the privilege of continuing Home Service as a Red Cross activity shall be extended so long as the Red Cross affords auspices for such work. This privilege, however, may be withdrawn at

any time by the Director General of Civilian Relief on the recommendation of the Division Manager and Division Director, from those Sections whose established practices and standards are in violation of the standards for the conduct of Home Service as set forth by the Department of Civilian Relief.

(5) The National and Division offices will maintain an advisory and cooperative rather than an executive relationship to Home Service work, recognizing that the fullest measure of local autonomy is necessary and desirable.

On February 22, 1919, this report of the committee was submitted and approved by the Division Directors of Civilian Relief. Since then it has been approved by the Central Committee, which has recently taken the place of the War Council as a board of managing directors. Conferences have been held with the leading social workers of the country for the purpose of explaining the plan to them, of emphasizing the wish and intention of the Red Cross to avoid any duplication of their work, and of enlisting their cooperation. The reaction of the social workers has been similar to that of Home Service Sections in that those from the extreme east are less enthusiastic about the plan and those from the west and middle west eagerly accept it. The details of the practical working out of this plan for continuing and extending Home Service must necessarily be determined as it is put into operation. The entire project is too new and experimental for many rigid rules to be applicable.

The conclusion of the report of the committee, "it is the duty of the Red Cross to foster and conserve such

social awakening as the Red Cross has brought about and to help local communities to find ways in which they can express well their desires for social advancement", is, in effect, a summary of the aim of the peace program of Home Service. The Red Cross through its Home Service has already made the greatest contribution to social service in America which any one agency has ever made; the adoption of this peace program will mean that a large part of that contribution will be made permanent. Through the awakening of the social conscience and the social enlightenment of the American people, the country for which our men have fought will have a more democratic Democracy and a more socialized Society. American will have made one step more toward the realization of the social ideal.

Appendix A.

List showing, by states, the number of men inducted into the service by draft up to and including September 30, 1918.¹⁴

Alabama.....	57,533	Montana.....	26,587
Arizona.....	7,719	Nebraska.....	28,791
Arkansas.....	47,167	Nevada.....	2,980
California.....	63,060	New Hampshire.....	7,746
Colorado.....	21,314	New Jersey.....	66,773
Connecticut.....	30,669	New Mexico.....	8,775
Delaware.....	4,758	New York.....	238,177
Dist. of Columbia...	8,732	North Carolina.....	57,795
Florida.....	24,146	North Dakota.....	18,046
Georgia.....	62,803	Ohio.....	135,868
Idaho.....	11,774	Oklahoma.....	61,747
Illinois.....	169,791	Oregon.....	14,823
Indiana.....	67,212	Pennsylvania.....	193,943
Iowa.....	65,454	Rhode Island.....	10,909
Kansas.....	40,808	South Carolina.....	42,760
Kentucky.....	57,613	South Dakota.....	20,907
Louisiana.....	54,475	Tennessee.....	55,703
Maine.....	14,159	Texas.....	115,335
Maryland.....	32,507	Utah.....	10,249
Massachusetts.....	71,247	Vermont.....	6,249
Michigan.....	90,842	Virginia.....	56,910
Minnesota.....	65,934	Washington.....	25,867
Mississippi.....	43,091	West Virginia.....	44,788
Missouri.....	85,230	Wisconsin.....	64,815
		Wyoming.....	7,713
		Total.....	2,522,394

¹⁴ See Compendium of Information and Instructions for Division Directors. P. 18.

Appendix B.

Tables showing monthly increase of work of Home Service Sections in each Division.

Table I. Showing monthly increase of work of Home Service Sections in Central Division.

	<u>Feb.</u>	<u>March</u>	<u>April</u>	<u>May</u>	<u>June</u>	<u>July</u>
No. of H. S. S. reporting	----	259	140	152	319	281
Total no. of families dealt with	682	10,444	8716	11,695	15,235	18,868
Families to whom service was given	548	9274	7519	9907	12,683	15,617
Families to whom informa- tion only was given	134	1170	1197	1788	2552	3251
Financial aid given	3813.70	62,741.87	61,422.98	73,119.13	70,220.37	77,683.27

Table II. Showing monthly increase of work of Home Service Sections in Pennsylvania Division.

	<u>Feb.</u>	<u>March</u>	<u>April</u>	<u>May</u>	<u>June</u>	<u>July</u>
No. of H. S. S. reporting	----	----	86	86	----	82
Total No. of families dealt with	4834	5077	5862	7724	9055	11,007
Families to whom service was given	3732	4421	5327	6463	7770	8979
Families to whom informa- tion only was given	1102	656	535	1261	1285	2064
Financial aid given	19,626.50	16,924.14	19,199.13	21,017.48	19,626.13	26,533.60

Table III. Showing monthly increase of work of Home Service Sections in New England Division.

	<u>Jan.</u>	<u>Feb.</u>	<u>March</u>	<u>April</u>	<u>May</u>	<u>June</u>	<u>July</u>
No. of H. S. S. reporting	----	----	----	----	-----	-----	93
Total No. of families dealt with	3898	4947	7088	9951	12,077	12,181	16,711
No. of families to whom service was given	3618	4111	5193	6506	7729	7855	10,024
No. of families to whom information only was given	280	836	1895	3364	4294	4326	7232
Financial aid given	29,066.73	40,200.05	36,145.91	43,756.78	44,068.20	44,219.20	46,664.72

Table IV. Showing monthly increase of work of Home Service Sections in Atlantic Division.

	<u>Jan.</u>	<u>Feb.</u>	<u>March</u>	<u>April</u>	<u>May</u>	<u>June</u>	<u>July</u>
No. of H. S. S. reporting	----	155	127	144	135	134	154
Total No. of families dealt with	9361	13,626	17,076	19,211	22,652	26,482	31,590
No. of families to whom service was given	----	11,200	14,806	16,128	18,888	22,146	26,333
No. of families to whom information only was given	-----	2,426	2,270	3,083	3,764	4,336	5,401
Financial aid given	53,920.20	60,242.69	70,894.24	61,662.23	70,258.70	73,034.45	83,865.25

Table V. Showing monthly increase of work of Home Service Sections in Southern Division.

	<u>Jan.</u>	<u>Feb.</u>	<u>March</u>	<u>April</u>	<u>May</u>	<u>June</u>	<u>July</u>
No. of H. S. S. reporting	214	180	159	216	179	173	145
Total no. of families dealt with	1687	1515	1923	1935	2234	3439	4100
No. of families to whom service was given	----	1398	1507	1589	1859	2755	2899
No. of families to whom information only was given	----	117	416	346	375	684	1201
Financial aid given	4019.16	3465.88	4329.00	5415.04	6371.51	7294.34	4198.12

Table VI. Showing monthly increase of work of Home Service Sections in the Potomac Division.

	<u>Jan.</u>	<u>Feb.</u>	<u>March</u>	<u>April</u>	<u>May</u>	<u>June</u>	<u>July</u>
No. of H. S. S. reporting	29	37	48	46	56	66	106
Total No. of families dealt with	757	1427	1657	2041	3867	4599	6747
No. of families to whom service was given	----	1110	1331	1664	2280	2874	4639
No. of families to whom information only was given	----	317	326	377	1587	1725	2108
Financial aid given	5244.42	4881.51	4556.26	5633.05	6982.95	8151.56	13415.38

Table VII. Showing monthly increase of work of Home Service Sections in Lake Division.

	<u>Jan.</u>	<u>Feb.</u>	<u>March</u>	<u>April</u>	<u>May</u>	<u>June</u>	<u>July</u>
No. of H.S.S. reporting	119	106	171	190	188	212	223
Total No. of families dealt with	2,524	4,051	4,992	6,194	7,331	8,916	13,097
No. of families to whom service was given	2,265	3,254	3,876	4,851	5,335	6,763	8,784
No. of families to whom information only was given	360	797	1,116	1,343	1,996	2,153	4,179
Financial aid given	15,048.68	25,309.12	20,124.85	17,338.18	22,128.21	23,679.23	22,259.90

Table VIII. Showing monthly increase of work of Home Service Sections in the Gulf Division.

	<u>Jan.</u>	<u>Feb.</u>	<u>March</u>	<u>April</u>	<u>May</u>	<u>June</u>	<u>July</u>
No. of H.S.S. reporting	43	62	---	58	52	76	100
Total No. of families dealt with	275	733	1,301	1,074	2,018	2,837	4,550
No. of families to whom service was given	---	532	493	740	1,255	1,997	2,894
No. of families to whom information only was given	---	201	808	334	763	840	1,656
Financial aid given	1,859.28	2,606.19	2,996.02	3,011.38	5,966.69	6,756.84	6,084.82

Table IX. Showing monthly increase of work of Home Service Sections in Northwestern Division.

	<u>Jan.</u>	<u>Feb.</u>	<u>March</u>	<u>April</u>	<u>May</u>	<u>June</u>	<u>July</u>
No. of H.S.S. reporting	---	92	90	95	88	85	82
Total No. of families dealt with	418	2,697	2,138	2,401	2,807	2,920	3,517
No. of families to whom service was given	---	1,693	1,333	1,792	2,023	2,250	2,718
No. of families to whom information only was given	---	1,004	805	609	784	670	799
Financial aid given	4,635.50	9,489.24	10,734.24	9,445.34	11,500.17	12,196.76	11,529.61

Table X. Showing monthly increase of work of Home Service Sections in Northern Division.

	<u>Jan.</u>	<u>Feb.</u>	<u>March</u>	<u>April</u>	<u>May</u>	<u>June</u>	<u>July</u>
No. of H.S.S. reporting	---	---	---	---	0--	---	60
Total No. of families dealt with	504	1,216	1,791	2,406	3,918	4,041	6,219
Total No. of families to whom service was given	493	864	1,112	1,607	2,048	2,082	2,933
No. of families to whom information only was given	11	352	679	799	1,870	1,959	3,286
Financial aid given	3,261.22	5,131.63	5,788.57	6,511.64	8,568.57	8,568.57	9,360.69

Table XI. Showing monthly increase of work of Home Service Sections in Pacific Division.

	<u>Oct.'17</u>	<u>Nov.'17</u>	<u>Dec.'17</u>	<u>Jan.</u>	<u>Feb.</u>	<u>Mar.</u>	<u>Apr.</u>	<u>May</u>	<u>June</u>	<u>July</u>
No. of H.S.S. reporting	50	17	24	29	73	79	66	104	129	126
Total No. of families dealt with	211	315	342	949	1460	1910	2019	2494	2758	3555
No. of families to whom service was given	---	---	---	---	1125	1715	1858	2028	2543	2802
No. of families to whom information only was given	---	---	---	---	335	195	161	466	215	753
Financial aid given	\$4,592.78	4,868.86	3,647.50	9,317.28	11,000.77	12,531.11	13,861.85	17,210.63	20,891.27	22,424.59

Table XII. Showing monthly increase of work of Home Service Sections in Mountain Division.

	<u>Feb.</u>	<u>Mar.</u>	<u>Apr.</u>	<u>May</u>	<u>June</u>	<u>July</u>
No. of H.S.S. reporting	---	45	75	75	101	133
Total No. of families dealt with	469	1048	1573	1613	2175	2938
No. of families to whom service was given	317	625	639	999	1311	2030
No. of families to whom information only was given	152	423	934	614	864	908
Financial aid given	1,077.71	2,779.35	2,803.75	4,371.23	5,437.98	7,922.96

	<u>Jan.</u>	<u>Feb.</u>	<u>Mar.</u>	<u>Apr.</u>	<u>May</u>	<u>June</u>	<u>July</u>	<u>Aug.</u>	<u>Sep.</u>	<u>Oct.</u>	<u>Nov.</u>	<u>Dec.</u>
No. of H.S.S. reporting	274	233	195	308	325	331	343	343	329	330	344	355
Total												
No. of families dealt with	1614	5846	4478	8035	10,970	14,386	20,417	22,172	23,744	28,252	35,082	36973
No. of families to whom service was given	--	3801	3190	4882	6967	8221	11,638	13,587	13,929	18,311	21,601	23,828
No. families to whom information only was given	---	2045	1288	3153	4003	6165	8779	8585	9815	9941	13481	13,146
Financial aid given	\$7642.62	9825.38	9553.89	9287.13	11,961.91	14,484.70	21,082.51	28,071.68	27,050.74	31,003.71	42365.42	52692.31

Appendix C.

Tables showing amount of work of Home Service Sections of all Divisions, grouped according to months, from February to July, 1918, inclusive.

Table I. Showing amount of work of Home Service Sections of all Divisions in February, 1918.

Division	Total No. families dealt with	Families to whom service was given	Families to whom information was given	Financial aid
Atlantic	13,626	11,200	2426	\$ 60,242.69
Central	682	548	134	3,813.70
Gulf	733	532	201	2,606.19
Lake	4,051	3,254	797	25,309.12
Mountain	469	317	152	1,077.71
New England	4,947	4,111	836	40,200.05
Northern	1,216	864	352	5,131.63
Northwestern	2,697	1,693	1,004	9,489.24
Pacific	1,460	1,125	335	11,000.77
Pennsylvania	4,834	3,732	1,102	19,626.50
Potomac	1,427	1,110	317	4,881.51
Southern	1,515	1,398	117	3,465.88
Southwestern	5,846	3,801	2,045	9,825.38
Total	43,498	33,665	9,818	196,670.37

Table II. Showing amount of work of Home Service Sections of all Divisions in March, 1918.

Division	Total No. families dealt with	Families to whom service was given	Families to whom information was given	Financial aid
Atlantic	17,076	14,806	2,270	\$ 70,894.24
Central	10,444	9,274	1,170	62,741.87
Gulf	1,301	493	808	2,996.02
Lake	4,992	3,876	1,116	20,124.85
Mountain	1,048	625	423	2,779.35
New England	7,088	5,193	1,895	36,145.91
Northern	1,791	1,112	679	5,788.57
Northwestern	2,138	1,333	805	10,734.24
Pacific	1,910	1,715	195	12,531.11
Pennsylvania	5,077	4,421	656	16,924.14
Potomac	1,657	1,331	326	4,556.26
Southern	1,923	1,507	416	4,329.00
Southwestern	4,478	3,190	1,288	9,553.89
Total	60,923	48,876	12,047	\$260,099.45

Table III. Showing amount of work of Home Service Sections of all Divisions in April, 1918.

Divisions	Total No. families dealt with	Families to whom service was given	Families to whom information was given	Financial aid
Atlantic	19,211	16,128	3,083	\$61,662.23
Central	8,716	7,519	1,197	61,422.98
Gulf	1,074	740	334	3,011.38
Lake	6,194	4,851	1,343	17,338.18
Mountain	1,573	639	934	2,803.75
New England	9,951	6,506	3,364	43,756.78
Northern	2,406	1,607	799	6,511.54
Northwestern	2,401	1,792	609	9,445.34
Pacific	2,019	1,858	161	13,861.85
Pennsylvania	5,862	5,327	535	19,199.13
Potomac	2,041	1,664	377	5,633.05
Southern	1,935	1,589	346	5,415.04
Southwestern	8,035	4,882	3,153	9,287.13
Total	78,418	55,102	16,235	\$259,348.48

Table IV. Showing amount of work of Home Service Sections of all Divisions in May, 1918.

Divisions	Total No. families dealt with	Families to whom service was given	Families to whom information was given	Financial aid
Atlantic	22,652	18,888	3,764	\$ 70,258.70
Central	11,695	9,907	1,788	73,119.13
Gulf	2,018	1,255	763	5,966.69
Lake	7,331	5,335	1,996	22,128.21
Mountain	1,673	999	614	4,371.23
New England	12,077	7,729	4,294	44,068.20
Northern	3,918	2,048	1,870	8,568.57
Northwestern	2,807	2,023	784	11,500.17
Pacific	2,404	2,028	466	17,210.63
Pennsylvania	7,724	6,463	1,261	21,017.48
Potomac	3,867	2,280	1,587	6,982.95
Southern	2,234	1,859	375	6,371.51
Southwestern	10,970	6,967	4,003	11,961.91
Total	91,400	67,781	23,565	\$303,525.38

Table V. Showing amount of work of Home Service Sections of all Divisions in June, 1918.

Divisions	Total No. families dealt with	Families to whom service was given	Families to whom information was given	Financial aid
Atlantic	26,482	22,146	4,336	\$ 73,034.45
Central	15,235	12,683	2,552	70,220.37
Gulf	2,837	1,997	840	6,756.84
Lake	8,916	6,763	2,153	23,679.23
Mountain	2,175	1,311	864	5,437.98
New England	12,181	7,855	4,326	44,219.20
Northern	4,041	2,082	1,959	8,568.57
Northwestern	2,920	2,250	670	12,196.76
Pacific	2,758	2,543	215	20,891.27
Pennsylvania	9,055	7,770	1,285	19,626.13
Potomac	4,599	2,874	1,725	8,151.56
Southern	3,439	2,755	684	7,294.34
Southwestern	14,386	8,221	6,165	14,484.70
Total	109,452	80,775	28,677	\$314,561.40

Table VI. Showing amount of work of Home Service Sections of all Divisions in July, 1918.

Divisions	Total No. families dealt with	Families to whom service was given	Families to whom information was given	Financial aid
Atlantic	31,590	26,333	5,401	\$ 83,865.25
Central	18,868	15,617	3,251	77,683.27
Gulf	4,550	2,894	1,656	6,084.82
Lake	13,097	8,784	4,179	22,259.90
Mountain	2,938	2,030	908	7,922.96
New England	16,711	10,024	7,232	46,664.72
Northern	6,219	2,933	3,286	9,360.69
Northwestern	3,517	2,718	799	11,529.61
Pacific	3,555	2,802	753	22,424.59
Pennsylvania	11,007	8,979	2,064	26,533.60
Potomac	6,747	4,639	2,108	13,415.38
Southern	4,100	2,899	1,201	4,198.12
Southwestern	20,417	11,638	8,779	21,082.51
Total	141,316	102,290	41,617	\$353,025.42

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