VOL. II, No. 1 OCTOBER, 1908

# Field Department Bulletin

## CHARITIES AND THE COMMONS

### 105 East 22d Street, New York



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## CONFIDENTIAL

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FIELD DEPARTMENT BULLETIN

# Field Department Bulletin

**Vol. II** **OCTOBER, 1908** **No. 1**

## A WORD ABOUT THE CHANGE

Not in any spirit of over-ambition or vaunting pride is the BULLETIN thus placed on printed pages at the beginning of its second year. Only the question of convenience and of relative costs has been considered. More than one of the secretaries had indicated his belief that the BULLETIN would be much more handy in compact form. When it was learned that from one year's end to the other the cost of printing would not exceed that of manifolding, every vestige of a reason for maintaining the old form seemed to be swept away. Save one, the BULLETIN was never intended to be a periodical, but a confidential exchange among the societies. In its columns there was to be the freest sort of an expression of personal opinion and always absolute conversational informality. The question was whether the change to the printed page would, in itself, mean the loss of some of this. Advisers have said not and it remains for the societies, whose servants we are, to demonstrate the soundness of their opinions by making the same sort of contributions to its pages as they have made up to this time. Continuing as it does, to be a monthly letter, no attempt will be made to fill a certain amount of space each month. Whatever is on hand to present will be presented, and if there is space unfilled it will be left blank. On the other hand there will be a maximum limit and if necessary articles will be cut in two to meet these physical requirements.

## THE EXHIBIT

The Field Department exhibit of forms and methods, which was presented at the Richmond Conference, is now in the hands of Mr. Otto W. Davis, General Secretary of the Columbus (Ohio) Associated Charities, who has been commissioned to revise and extend it for the Buffalo Conference. Any suggestions as to form of presentation will be very much welcomed by Mr. Davis. Advice is particularly asked on the question of what to omit and what was most helpful in connection with the last exhibit. There is no reason at all for presenting a logically complete exhibit. What is desired is a presentation of just those things which are really useful and nothing more.

## ERRATA

Owing to incompetent proof reading, the June, 1908, BULLETIN was sent out with such startling errors that it seems necessary to note certain corrections here rather than meet an accusation of mental incompetency:

On page 2, eighth line from bottom, insert "moment" after "critical."

On page 9, first line from top, insert

"not only" before "the technique." Same page, seventh line from top, change "come" to "came."

On page 10, twelfth line from bottom, strike out "owing to."

On page 12, ninth line from top, insert "with" before "a."

On page 13, fourth line from bottom, insert "in" before "the."

On page 14, sub-head 4, the second sentence reads now like the emanation of an insane hospital. Change "Bulletin" to read "ability," and "house" to read "basis," and a little sense is breathed into it.

## VOLUNTEER SERVICES IN CONNECTION WITH EMERGENCY WORK.

Below are given some detailed reports from the districts of the Baltimore Society which used volunteer service rather extensively during the unemployment crisis. They cover the period up to May, 1908. Their experiences are well worth recording in the BULLETIN because they have demonstrated just how much the unpaid worker may be brought into active service during a time of stress.

N. Had five regular volunteer workers; two did office work exclusively and the others visiting and other services. Agent feels the district has been permanently benefited by the emergency and that the object of our work is better understood.

E. One new volunteer and eight of the old volunteers had done increased work. Also several "cases" in the district had offered their services and had been used to advantage.

S. In this district nine volunteers have been working, five new recruits and four old workers, who have done increased service on account of the exceptional need of assistance during the past winter. At least three of these volunteers are so familiar with a case that they can handle it from the start. On account of the extra pressure of work one gave every day for five weeks, three gave one day each week, two gave any amount of time, two gave what time they could, one gave two days a week. During February volunteers made 155 visits which, otherwise, the agent or a paid assistant would have had to make; these visits were to homes, to factories to procure work for unemployed persons, to hospitals for aid, and visits of reference and investigation. As a result of the Donovan Room meeting the district gained the services of a doctor who had previously been opposed to C. O. S. work; his room-mate attended the conference and on his return spoke so enthusiastically of the work that his friend was won over. This doctor has been of great aid in attending sick families in our care. The volunteer who gave every day for five weeks was a man out of employment whom we were assisting; he was very anxious to do anything he could to show his gratitude. The agent feels that the gain to her district has been permanent and that the work is better understood by people generally.

C. Had four volunteer workers, two of whom were new; one an out-of-town girl who helped greatly during one day and then sent a supply of clothing for the poor; she was greatly interested. During the rush season one of the volunteers gave two days of every week, and another gave one day each week. They both know more about the work owing to the emergency.

S. Five new volunteers; three came every Wednesday, and did office work and one came every Monday, and paid visits or did anything that was helpful. During the time of distress three unemployed men whom we were assisting, came every day and helped out in any possible way. They were of real assistance as when groceries and supplies were donated to the office they distributed them according to the agent's direction, thus doing away with paid help. The agent feels that her district will be decidedly stronger another winter.

L. P. Seven new volunteers secured on account of the pressure of work caused by the severe winter, besides five already enrolled, all of whom did extra work. The work done by all these volunteers, except two, was work that otherwise would have had to be done by a paid assistant. They did office work and visiting and anything they were asked to do. One gentleman gave legal advice when neither of the Honorary Counsel of the district could be reached by 'phone. The educational value to the new workers must, necessarily, have been great, as conditions were peculiarly distressing and their eyes were opened to the value of systematized charity; in speaking of their experiences to their friends, they have brought us new adherents. One lady was so impressed after her first day's work in the district that she persuaded her husband to send a check for $25 to the Federated Charities.

S. Six absolutely new workers, five of whom did regular work and one assisted, principally by money given. Several men, who were being helped because of their having no employment, were willing to do anything they could at any time; some of them were carpenters and when not otherwise helping the agent, they fixed up everything around the place that needed fixing, did carpenter work, painting, etc. This certainly means a pecuniary gain to the Federated Charities. Other volunteers paid visits and secured aid which could not have been obtained otherwise unless a paid assistant were employed to give it. The agent considers that she was materially assisted by the volunteers during the worst period of the winter, and feels that the unusual distress has brought about a better understanding and appreciation of the work, and that the gain has been great and permanent, not so much to the agent herself as to the people being cared for in her district. Without the volunteers it would have been impossible to make her work so far-reaching and effective.

W. Four entirely new volunteers, one of whom was gained through the Donovan Room meeting, and the others just "happened in" to see what they could do to relieve the sufferings of the poor, which were much increased on account of the unusual business depression. The agent feels that all four of these volunteers will be permanent workers in her district, as they all became much interested in the work. She was greatly assisted in her office work as well as the outside work. Two stenographers offered their services out of their own hours and did good work. Two of the volunteers spent all of their time in visiting. One colored woman (who has been an applicant at odd times when out of work or sick) came into the office and said she would like to do something to help the Federated Charities because they had been good to her; has been of use among the colored people of the district. One of the volunteers gave five days a week and her work was as good as an assistant agent's and did away with the necessity of a paid assistant. The doctors and students of the Woman's Medical College had been most kind, willing at any time to fix up medicines, dress sores, etc.

N. Five new volunteers who did all kinds of work, clerical work, taking diet orders, investigating, taking patients to hospitals and institutions, securing work for the unemployed, etc. Their work to some extent took the place of that of paid workers and was very satisfactory. The new volunteers are very enthusiastic and the agent thinks they have a more complete knowledge of the work of the Federated Charities, because of the unusually severe season just past, and will spread the knowledge to their friends, which will be of value to the Federated Charities in an educational way. The agent was asked by some old "cases" who had not been helped for over ten years, if there were anything they could do to help out. Agent feels that everything has been gained, and no one was neglected in the slightest degree, even in the busiest time, owing to the volunteer help.

Miss J. has attached five Friendly Visitors, and three volunteers who work in the E. district have given a part of their time to her. Thinks there is a better understanding of the work in general, due, probably, to the unusual publicity given during the distress of this winter. A remarkably kindly feeling is everywhere noticeable towards the Federated Charities.

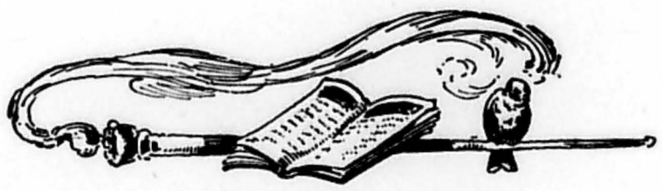
## THE FIELD DEPARTMENT

EXCHANGE BRANCHES.

ATLANTA ASSOCIATED CHARITIES.
BALTIMORE FEDERATED CHARITIES.
BOSTON ASSOCIATED CHARITIES.
BROOKLYN BUREAU OF CHARITIES.
BUFFALO CHARITY ORGANIZATION SOCIETY.
CAMBRIDGE ASSOCIATED CHARITIES.
CHICAGO BUREAU OF CHARITIES.
CINCINNATI ASSOCIATED CHARITIES.
CLEVELAND ASSOCIATED CHARITIES.
COLUMBUS (OHIO) ASSOCIATED CHARITIES.
HARTFORD CHARITY ORGANIZATION SOCIETY.
MINNEAPOLIS ASSOCIATED CHARITIES.
NEWARK BUREAU OF ASSOCIATED CHARITIES.
NEW YORK CHARITY ORGANIZATION SOCIETY.
PHILADELPHIA SOCIETY FOR ORGANIZING CHARITY.
PITTSBURGH (PA.) ASSOCIATED CHARITIES.
PROVIDENCE SOCIETY FOR ORGANIZING CHARITY.
ST. LOUIS PROVIDENT SOCIETY.
ST. PAUL ASSOCIATED CHARITIES.
SALEM (MASS.) ASSOCIATED CHARITIES.
SPRINGFIELD UNION RELIEF ASSOCIATION.
WASHINGTON ASSOCIATED CHARITIES.

SUSTAINING MEMBERS.

PORTLAND (ME.) ASSOCIATED CHARITIES.
KANSAS CITY (MO.) ASSOCIATED CHARITIES.



VOL. II, No. 2 NOVEMBER, 1908

# Field Department Bulletin

## CHARITIES AND THE COMMONS

### 105 East 22d Street, New York



## CONTENTS



## CONFIDENTIAL

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# Field Department Bulletin

**Vol. II** **NOVEMBER, 1908** **No. 2**


## A REVIEW OF OURSELVES

There is presented in this issue of the BULLETIN a tabulation of the schedules returned by societies to the Field Secretary, containing information regarding salaries, office hours, vacation periods, etc. Forty-nine societies replied in all on the subject of salaries and forty-eight on the other questions. It will be observed by glancing at the tables that the number which has responded is representative of societies of all characters. The societies have not been tabulated by name, but in round figures, on the basis of the 1900 census.

### CLASSIFICATION OF CITIES

Classifying the cities by the then population we obtain the following:

| | *Cities.* |
|---|---|
| Class A—200,000 to 2,000,000..... | 12 |
| Class B—100,000 to 200,000..... | 9 |
| Class C— 50,000 to 100,000..... | 15 |
| Class D— 25,000 to 50,000..... | 7 |
| Class E— 10,000 to 25,000..... | 2 |
| Class F— 5,000 to 10,000..... | 4 |
| | 49 |

### PAY OF AGENTS

Coming to one of the questions of primary importance, the pay of agents, our tables give us the following:

| *Cities with District Agents.* | *Minimum *Annual Salaries.* | *Maximum Annual Salaries.* |
|---|---|---|
| Class A..... 11 | $480, $600, $600 600, 660, 780 | 6 pay $720<br>1 pays 600<br>1 pays 780<br>1 pays 840<br>1 pays 900 (standard)<br>1 pays 1,000 |
| Class C..... 2 | $600, $600. | Both pay $720 |

* Five have not reported.

No others make returns on district agents. It should also be noted that the secretaries of one or two societies paying fair salaries to agents have failed to return the schedules, after *repeated requests*. If they had returned them they would have furthered the cause of better salaries. As it stands, however, there is no excuse for a $600 maximum limit, and there is no reason why $900 should not be considered as the next standard to be generally approached. It will be observed that two Class C cities pay as much as 7 of the Class A cities. An attempt was made to obtain the salaries paid teachers in the same cities, but without much success. Five of the 13 cities make returns on this showing that roughly speaking the salary limits are those of the grammar school teacher.

### ASSISTANT DISTRICT AGENTS

Eight cities make returns on the salaries of assistant district agents. The minimum figures are: $360, $400, $400, $480, $520. The maximum are: $480, $480, $500, $600, $600, $720, $720, $600.

### SUPERVISORS OF DISTRICT WORK

It should have been stated before, perhaps, that two societies are included in

the Class A list as possessing district organization though having only one office. This is for purposes of comparison, inasmuch as some of their responsible officials have practically the status of district agents so far, and so far only, as treatment of cases is concerned. In the returns upon salaries paid to supervisors of district work these same two societies are included. Nine Class A societies make returns as follows: $1,200, $1,800, $1,500, $840, $3,000, $1,200, $960, $780, $1,040. The two Class C cities make returns of $1,500 and $2,100, thus exceeding the standard of all excepting 3 of the Class A cities in one case and 1 in the other. It does not exceed these because in them the supervision of the case work is assumed by the general or assistant secretary (or any officer serving practically as such), as in the Class C cities. The question is whether the person who has the immensely important *social* duty of supervising the destiny of families is not worth a pretty good salary in any event.

Range of Salaries.

| | Class A | Class B | Class C | Class D | Class E | Class F |
|---|---|---|---|---|---|---|
| Registrars .. | $480 to $1,000 | $600, $660 | $550, $600 | $480, $720 | None | None |
| Investigators. | $468 to $720 | $420 to $720 | $420 to $780 | $420 to $600 | ..... | $260 |
| Stenographers | $360 to $1,040 | $364 to $600 | $420 to $600 | ..... | ..... | .... |
| Clerical ..... | $260 to $1,040 | $364 to $600 | $310 to $500 | $365 | ..... | .... |

### CONDUCTING CASE WORK WITHOUT DISTRICTS

There is only one Class A city without the semblance of district organization. This reports a salary of $900 for the officer having general charge of case work.

Coming to the other classes we must at once recognize that in the great majority of cases we are also here recording the salaries of the general secretaries themselves, for they have charge of the case work, in most instances in Class B the returns thus run: $3,000, $480, $1,500, $1,200, $600, $900 $1,200, $800.

In Class C the figures are: $800, $900, $1,800, $624, $750, $780, $750, $900, $600, $150, $600, $900 $1,800.

In Class D the report is: $900, $1,200, $780, $900, $600. Class E has $1,000 and $360, and finally Class F: $900, $780, $720, $780. Comparatively speaking, Class F shows up best of all. With a few exceptions the returns from Class B and C are very discreditable to the public spirit of those communities and the energy of their business men. Class B should have no salary under $1,500 and Class C no salary under $1,200.

### OTHER SALARIED EMPLOYEES

We will briefly summarize the returns upon other employees, so far as reported and segregated as follows:

Further comparisons on the salary return may be made directly from the tables.

### LENGTH OF WORKING DAY AND HOLIDAYS

Turning to the second table we find that the length of the official working day, omitting the lunch intermission, and granting necessary over-time work, varies as follows:

| *Hours of Work.* | *No. of Societies.* |
|---|---|
| 6 | 2 |
| 7 | 11 |
| 7½ | 6 |
| 8 | 13 |
| 8½ | 3 |
| 9 | 5 |
| Not given | 8 |
| | 48 |

It thus appears that 19 societies have less than 8 hours and 21 societies 8 hours or over. Considering the strain and brain wear in all real charity organization work the 6, 7 and 7½ hour societies certainly have the best of the argument. Of course, if the work only involved the ordinary duties of a grocery clerk, longer hours would not be out of place.



With reference to holidays, we have this interesting set of facts:

| *No. Societies.* | *Observing the following No. of holidays* |
|---|---|
| 19 | All legal |
| 2 | Half of each legal |
| 1 | 2 |
| 2 | 3 |
| 6 | 4 |
| 2 | 5 |
| 6 | 6 |
| 2 | 7 |
| 1 | 8 |
| 1 | "Depending on work" |
| 1 | "Only most important" |
| 1 | "Most of them" |
| 4 | Not stated |
| 48 | |

On the whole this is a pretty good showing, only a comparatively few societies being below the plane of the ordinary employer in conserving the energy of their workers. "All work and no play makes Jack a dull boy," is doubly true in charity organization work where one's mental faculties demand variation or else there inevitably comes the falling into ruts.

The returns on holiday partial service are as follows:

| *No. Societies.* | *Having one or more workers on duty for* |
|---|---|
| 3 | Few hours |
| 8 | Half day |
| 2 | Whole day |
| 14 | None |
| 1 | Half day on February holidays |
| 16 | Period not indicated |
| 4 | No return |
| 48 | |

Here the editor suggests there should be some provision in every society for a partial service. In doing so he has well in mind the society with only one worker, for whom he has demanded justice in the matter of holidays. How may these two opinions be reconciled? Are we so far from the age of mutual service that it would be impudent to suggest that there should be volunteer workers to help out on the holidays?

It should also be freely acknowledged here that there are holidays in emergency periods which simply cannot be observed. That, of course, is granted.

### THE SATURDAY HALF HOLIDAY

With reference to the weekly half holiday it takes a rather long table to summarize:

| *No. of Societies* | *Having half Holiday for* |
|---|---|
| 8 | All the year |
| 1 | Six months |
| 3 | Fortnightly all year |
| 6 | Summer only* |
| 1 | 8 months for each worker |
| 4 | 2 months |
| 2 | 3 months |
| 1 | 5½ months |
| 3 | 4 months |
| 2 | 5 months |
| 1 | When possible |
| 5 | No returns |
| 11 | No part of year |
| 48 | |

*Fortnightly during rest of year

### VACATION

Much confusion was indicated in the returns upon the minimum vacation and after what length of service a worker was entitled to it. Merely to give a hint of its various policies in vogue a few of the more intelligent replies are given here:

One society gives 1 week for service of less than one year.

One society gives two weeks for service of less than one year.

One society gives varied period for service of less than one year.

Two societies give 1 week for service of from 6 to 12 months.

One society gives 1 week for service of 3 months to one year.

On the question of maximum vacations the periods are here given, omitting periods of service required:

| *No. of Societies.* | *Period Given.* |
|---|---|
| 1 | 6 weeks |
| 16 | 1 month |
| 1 | 3½ weeks |
| 9 | 3 weeks |
| 13 | 2 weeks |
| 3 | *No vacation on pay* |
| 5 | No returns |
| 48 | |

### SICK LEAVE ON PAY

We find that 43 societies reporting on sick leave for from one-half to three days, 32 give full pay, 8 have no fixed rule, 1 "considers" and 2 give no pay. These are two of the smaller societies, with one worker each, who are obliged to pay their substitutes. Here, again, there is a fall below the plane of the ordinarily good commercial house.

Turning to cases of illness extending from three days to one month, there are 18 societies giving full pay, and 2 giving half pay. Seventeen have no arrangements; in two cases the executive committee or board considers; in one case it depends upon surrounding conditions; six societies make no return and in only two is "no pay" definitely reported.

For severer illness or accidents there is indicated, of course, greater consideration where the injury or sickness comes directly out of the worker's occupation. Only four societies definitely report "No Pay," while six give instances of full pay for periods of from two to six months. The rest report no fixed rules.

TABLE I.—TABLE SHOWING SCALE OF SALARIES OF CERTAIN CHARITY ORGANIZATION SOCIETIES OF THE UNITED STATES.

| City Pop. | Secretaries Special Work | General District Supervisor | Supt. Case Work (No Districts) | District Agents | | Assistant District Agents | | Other Workers | | | | Comparison Salaries with | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | | Salaries | Training | Salaries | Training | Investigators | Clerical | Stenographic | Registrars | School Teachers | School Principals |
| 2,000,000 | $1,000 to $2,500 | $1,200 | | $780 to $1,000 | | $600 to $720 | | $540 to $720 | $260 to $624 | $416 to $1,040 | Chief $1,000 asst. $720 | | |
| 1,600,000 | | $1,800 | | $900 standard | Promoted from visitors' ranks | | | $468 to $624 | $360 to $720 | $480 to $780 | Chief $624 | | |
| 1,300,000 | $720 | $1,500 | | $480 to $840 | Graduates Soc. training class | $360 to $600 | Graduates Soc. training class | | $600 to $780 | $360 to $600 | Ch. $840 asst. $540 $480 $300 | $470 to $740 | |
| 575,000 | $780 | $1,040 | | $920 | Partly Col. Aver. time in Society, 8 yrs. | $520 to $728 | Same as Agents | $468 | $468 to $1,040 | $520 | $468 | $480 to $840 | |
| 500,000 | | $840 | | $600 to $720 | | $400 to $500 | No fixed standard | | $288 to $660 | $264 to $660 | $600 | | |
| 380,000 | | $1,020 | | $660 to $720 | | $480 to $600 | Col. Partly School School of P | | | $360 to $540 | $720 | G $500-$900 HS$1,000 to $2,000 | G$900-$1,700 HS$2,500 to $3,500 |
| 350,000 | $720 | $3,000* | | $600 to $720 | Not fixed | $480 | | | $300 to $600 | $600 | $540 | $400 to $800 | HS$2,750 GS$1,400 to $1,800 |
| 325,000 | | $1,200 | | $720 | College and School of P | None | | Students at 20 cents per hour | $416 to $520 | $520 to $624 | Chief $990 asst. $520 | | |
| 220,000 | $960 | $960 | | $600 | Mostly Collegiate and School of P | $480 | Mostly Col. and School of P | | $540 to $600 | $420 to $480 | $480 | | |
| 200,000 | | | $900 | | Graduate School of P | | | | | $312 | | $600 to $1,080 | GS$2,000 to $3,000 |
| 200,000 | $600 | | | $780 | | | | | $580 | | | | |
| 200,000 | | $780 to $1,200 | | $600 to $720 | Collegiate mostly | | | | | $780 | | | |
| 175,000 | $1,200 | | $3,000* | | | | | $600 to $720 | | $600 | | $500 to $750 | |
| 170,000 | $600 to $660 | | $480 | | | | | $420 to $480 | $480 to $780 | | | | |

*General Secretary.

| City Pop. | Secretaries Special Work | General District Supervisor | Supt. Case Work (No Districts) | District Agents | | Assistant District Agents | | Other Workers | | | | Comparison Salaries with | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | | Salaries | Training | Salaries | Training | Investigators | Clerical | Stenographic | Registrars | School Teachers | School Principals |
| 160,000 | | | | | | | | $480 to $600 | $480 | | | | |
| 160,000 | $660 $420 | | $1,500* | | | | | Not given | | $480 | $600 | $450 to $900 | $900 to $1,700 |
| 130,000 | | | $1,200* | | | | | | | | $660 | $900 | |
| 130,000 | | | $600* | | | | | | | | | $500 | |
| 125,000 | | | $900 | | | $600 | School of P | $480 | | | | $450 to $750 | $900 to $1,350 |
| 105,000 | | | $1,200* | | | | | | | $364 | | $425 to $1,000 | GS$1,500-1800 HS $2,000-$2,700 |
| 105,000 | | | $800* | | | | | | | | | $600 | $1,200 to $1,300 |
| 90,000 | | $1,500* | | $600 to $720 | Academic and school | | | | $500 | | | $650 to $850 | $1,000 to $2,100 |
| 90,000 | $600 | $2,100* | | $600 to $720 | Not Rigid | | | | | $600 | | | |
| 85,000 | $720 | | $800* | | | | | | | | | | |
| 80,000 | $1,200 $840 | | $900* | | | | | | | $420 | | $900 | $1,500 |
| 80,000 | | | $1,800* | | | | | (2) $780 | | $520 | $550 | $500 to $1,000 | $2,000 to $4,000 |
| 80,000 | | | $624* | | | | | $416 | | | | $600 $1,500 | |
| 75,000 | | | $700* | | | | | $1 per day | | | | $462 to $550 | $750 to $1,900 |

*General Secretary. (2)Case responsibility.

| City Pop. | Secretaries Special Work | General District Supervisor | Supt. Case Work (No Districts) | District Agents | | Assistant District Agents | | Other Workers | | | | Comparison Salaries with | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | | Salaries | Training | Salaries | Training | Investigators | Clerical | Stenographic | Registrars | School Teachers | School Principals |
| 70,000 | | | $780* | | | | | (2) $624 | $260 | | | $350 to $1,100 | $1,200 to $2,700 |
| 60,000 | | | $750* | | | | | | | | | $650 to $800 | $1,900 |
| 60,000 | | | $900* | | | | | | | $480 | $600 | $720 | $1,100 |
| 60,000 | | | $600* | | | | | | $310 | | | | |
| 60,000 | | | $100* | | | | | | | | | | |
| 50,000 | | | $600* | | | | | | | | | | |
| 50,000 | | | $900 | | | | | $420(2) $600 | | $420 | | | |
| 50,000 | | | $1,800* | | | | | $500 | | $500 | | $475 HS$600 | $1,600 to $2,000 |
| 40,000 | | | $900* | | | | | $600 | $1 per day | By letters | | $828 | $1,320 |
| 40,000 | | | $1,200* | | | | | | | | $480 | $720 | $1,080 |
| 35,000 | | | Not given | | | | | $600 | $1 per day | | | $450 | $900 |
| 30,000 | | | | | | | | | | | | | |
| 25,000 | $420 $720 | | $780* | | | | | (2) $420 | | | | | |
| 25,000 | $900 | | $900 | | | | | $600 | $480 to $600 | | $720 | $672 | $1,742 |

*General Secretary. (2)Case responsibility.

| City Pop. | Secretaries Special Work | General District Supervisor | Supt. Case Work (No Districts) | District Agents | | Assistant District Agents | | Other Workers | | | | Comparison Salaries with | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | | Salaries | Training | Salaries | Training | Investigators | Clerical | Stenographic | Registrars | School Teachers | School Principals |
| 30,000 | | | $600* | | | | | | | | | | |
| 20,000 | | | $1,000* | | | | | | $60 emp. quarter time | | | GS$400 to $800 HS $950-$2,200 | GS$560 to $1 500 HS$3,000 |
| 15,000 | | | $360* | | | | | | | | | | |
| 5,000 | | | $900* | | | | | | | | | | |
| 6,000 | | | $780* | | | | | | | | | | |
| 6,000 | | | $720* | | | | | | | | | | |
| 8,000 | | | $780* | | | | | (1) $260 | | | | | |

*General Secretary.

## LENGTH OF WORKING DAYS, HOLIDAY ARRANGEMENTS, NIGHT AND SUNDAY BUREAUS, VACATIONS AND PRACTICES REGARDING SICK LEAVE OF CERTAIN CHARITY ORGANIZATION SOCIETIES OF THE UNITED STATES.

| Population City (1900) | Office Hours | Lunch Period | Holidays Observed | Holiday Partial Service | Saturday Half Holiday | Night Bureau | Sunday Bureau | Minimum Vacation When | Maximum Vacation When | Sick Leave | | | | Remarks |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | | | | | | | | ½ to 3 days | To 1 Month | Over 1 mo. in 1 yr. | What Variations in Occupational Sickness | |
| 2,000,000 | 9 a.m. to 5 p.m. | 1 hour | All legal | A few workers all day | Fr.1 (Win.) Fr. 12-June to Sept. | 5 p.m. to 12 p.m. | 9 a.m. to 12 p.m. | | 3 Weeks | Full pay | Full pay | Would be considered | | |
| 1,600,000 | 8.30 a.m. to 5 p.m. | 1 hour | All legal | One worker for 1-2 hrs. each district | From 1 p.m. May-Nov. | None | None | 1 wk. for less than 1 year | 3 wks. for 2 yrs. or over | No deduction for good reasons | Full pay | No arrangement | Overtaxed workers given short vac. on pay | |
| 1,300,000 | 9 a.m. to 5.30 p.m. Sm. 9-4 p.m | 1 hour | All legal | None | Fortnightly close at 4 p.m Sat. | None | None | 1 mo. | 6 wks. for for Win. workers | Full pay | Full pay | P.P. unless very extended | | |
| 575,000 | 8 a.m. to 6 p.m. | 1 hour | Half of all | A few all day | Summer only | None | None | | 2 weeks | Each case considered | 2 weeks pay | Adjusted by Board | Have paid up to 6 mos. | |
| 500,000 | 9 a.m. to 5 p.m. | 1 hour | New Year's July 4 Thanks'g Xmas One local | 1 clerk half day except Xmas and New Year's | Summer only | 5-12 p.m. Dec.-Mar. | None | | 1 mo. | Full pay | Vote Exc. Com. | The same | Always taken into consideration | |
| 380,000 | 8 a.m. to 5 p.m. | 1 hour | All except Feb. 12 & Elec. day | 1 clerk 8-9 a.m. | 8 mo. for each | None | None | | 3 wks. and 4 days after 6 mos. | Full pay | ⅛-½ for those serving more than 2 yrs | No pay | | |
| 350,000 | 8.45 a.m. to 5.15 p.m. | 1½hrs. | All except Feb. 12 and Elec. day | None | During summer. At 4 p.m. rest of yr. | 6.30-10 p.m. except June 15-Sept 15 | None | For less than 1 yr. varies | 3 wks. after 1 yr. | Full pay | Full pay | 2 mos. full pay | | Over 2 mos. consideration based on desire to keep |
| 325,000 | 8 a.m. to 5.30 p.m. | 1 hour | All legal | In turn 1 person during forenoon | June July and Aug. | For homeless men | 7-10 p.m. | 2 wks. for less than 1 yr's service | 1 mo. for over a 1 yr. | Full pay | Each case considered | No rule. Full pay has been given | | |
| 220,000 | 9 a.m. to 5 p.m. | ¾ hour | Feb. 22 July 4 Thanks'g and Xmas. | None | April 1-Sept. 15 after 1 p.m. | None | None | | 1 mo. agents 2 wks others | Full pay | No rule. Full pay given in past | Full pay has been given to 4 mos. | | |
| 205,000 | 9 a.m. to 5 p.m. | 1 hour | All legal | Partial service ½ day except Thanks'g and Xmas. | July and Aug. | None | None | 2 wks. | 1 mo. | | No arran Small | gements staff | | |
| 200,000 | 8 a.m. to 5 p.m. | No rigid rule | All legal | None | All year | None | None | 2 wks. | 1 mo. | No defini Full pay | te arrange generally c | ments ontinued | | |
| 200,000 | 8.45 a.m. to 5.15 p.m. | 1 hour | All except May 30 Labor Day Elec. day | ½ day on Feb. 12 and 22 | All year | None | None | 1 wk. for 6 to 12 mos. service | 2 wks. after 1 yr. | Full pay | No fix | ed arrange | ments | |

| Population City (1900) | Office Hours | Lunch Period | Holidays Observed | Holiday Partial Service | Weekly Half Holiday | Night Bureau | Sunday Bureau | Minimum Vacation When | Maximum Vacation When | Sick Leave | | | | Remarks |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | | | | | | | | ½ to 3 days | To One Month | Over 1 mo. in 1 yr. | What Variations in Occupational Sickness | |
| 175,000 | 9 a.m.-6 p.m. | 1 hour | Xmas, N. Y., July 4, Thanks'g | None | June-Sept. | None | None | 1 wk. after 3 mos. service | 1 mo. after 1 year service | Full pay | Full pay | No rule | No rule | |
| 170,000 | 8.30 a.m.-5 p.m. | 1 to 1½ hours | All legal | Some part of day | All year | None | None | 2 wks. | 2 wks. | Pay term | for short sicknesses | | | |
| 160,000 | Nine hours | 1 hour | Depends on work | Yes | None | None | Sometimes in extreme cold | 1 wk. after 6 mos. service | 2 wks. after 1 yr. service | Full pay | Usually half pay | No rule | Full pay when injured at work | |
| 160,000 | 8.30 a.m.-6 p.m. win., 8.30 a.m.-5.30 p.m. summer | 1 to 1½ hours | All legal | Yes | May-Sept. | None | None | 2 wks. | 2 wks. | Full pay | Full pay | | | |
| 130,000 | 6 hours | 1¼ hours | All legal | Occasionally | Fortnightly | None | None | | 1 month | | No rule | | | |
| 130,000 | 8 a.m.-5 p.m. | 1 hour | Xmas, Thanks'g Labor Day July 4 | For 1 or 2 hours | None | None | None | None on pay | | | | | | |
| 125,000 | 8 a.m.-5 p.m. | 1 hour | All legal | In emergencies | In summer weekly winter fortnightly | None | None | | 2 wks. | | No rule | | | |
| 105,000 | 9 a.m.-5 p.m. | 1 hour | Only most important | Sometimes ½ day | None | None | None | 2 wks. | 2 wks. | Full pay | No experience | | | |
| 105,000 | | 1 hour | Most of them | None | July and Aug. | None | None | 1 mo. | 1 mo. | Substitute paid by worker | No experience | | | |
| 90,000 | 9 a.m.-4 p.m. | 1 hour | 8 in all | None | May-Sept. then in turns | None | None | 1 mo. after 1 yr. service | 1 mo. or more by special arrangem't | Full pay | Full pay | In 1 case to 3 mos. | The case referred to was of this sort | |
| 90,000 | 8.30 a.m-5.30 p.m. | 1¼ hours | Xmas, N. Y., Than'g July 4, Memorial Day | Some on for ½ day | Fortnightly | None | None | 2 wks. | 3 wks. | Full pay | No cases Probably could not pay | | | |
| 85,000 | 8 a.m-5 p.m. | | Xmas, N. Y., Than'g, Feb. 22, July 4, Labor Day | None | June July | None | None | 2 wks. | 2 wks. | | No rule | | | |

| Population City (1900) | Office Hours | Lunch Period | Holidays Observed | Holiday Partial Service | Weekly Half Holiday | Night Bureau | Sunday Bureau | Minimum Vacation When | Maximum Vacation When | Sick Leave | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | | | | | | | | ½ to 3 days | To One Month | Over 1 mo. in 1 yr. | What Variations in Occupational Sickness | Remarks |
| 80,000 | 9 a.m.-5 p.m. | 1 hour | N.Y., Feb. 22, July 4, Thanks'g Xmas | Some on duty | June July August | None | None | Not given | 3 wks. | Full pay | Full pay | No rule | | |
| 80,000 | 9 a.m.-5 p.m. | 1 hour | Partially observed | Usually | During year | None | None | 2 wks. | 2 wks. | Full pay | No cases | | | |
| 80,000 | 9 a.m.-6 p.m. | 2 hours | All legal | If work requires it | June Sept. | None | None | | 3 wks. | Full pay | Depends on case | See next column | Board would consider half pay for protracted illness | |
| 75,000 | 9 a.m.-5 p.m. | Not fixed | Xmas, Thanks'g July 4 | None | None | None | None | 2 wks. | 3 wks. | Full pay | Full pay | No experience | | |
| 70,000 | 9 a.m.-5 p.m. | 1½ hours | All legal in Mass. | None | All year | None | None | | 1 mo. | Full pay | No precedent | No precedent | | |
| 60,000 | 9 a.m.-6 p.m. | 1 hour | All legal in Mass. | Sometimes | None | None | None | 3 wks. | 3 wks. | Full pay | Full pay | | | |
| 60,000 | 8.30 a.m.-6 p.m. | 1 hour | 6 | Yes | Summer | None | None | 3 wks. | 3 wks. | Full pay | Full pay | No case | Would probably pay to 2 mos. anyway | |
| 60,000 | 9 a.m.-6 p.m. | Varies | All legal in Mass. | Sometimes | Summer | Secretary's home | | 2 wks. | 2 wks. | Full pay | Full pay | | | |
| 60,000 | 8 hours | | All legal | Yes | | | | | | | | | | |
| 50,000 | Not fixed | | | | | | Not fixed | | | Full pay | | | | |
| 50,000 | 8 a.m.-6 p.m. | | "Whatever We can" | | None | Always ready | Same | | 2 wks. | Full pay | Could not afford | | | |
| 50,000 | 8 a.m.-5 p.m. | 1¼ hours | Xmas, N. Y., Thanks, July 4 | Sometimes | June-Sept. Then monthly | None | None | 1 mo. | 1 mo. | Full pay | No case | | | |

| Population City (1900) | Office Hours | Lunch Period | Holidays Observed | Holiday Partial Service | Weekly Half Holiday | Night Bureau | Sunday Bureau | Minimum Vacation When | Maximum Vacation When | Sick Leave | | | | Remarks |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | | | | | | | | ½ to 3 days | To One Month | Over 1 mo. in 1 yr. | What Variations in Occupational Sickness | |
| 40,000 | 8 a.m., 5 or 6 p.m. | 20 min. | Xmas and Thanks'g | Sometimes | Month or so | None | None | None | None | Full pay | | No cases | | Closed fr. June or Ju. to Nov. |
| 40,000 | Through Wayfarers Lodge 7 a.m.-9.30 p.m. | | New Years, Xmas, Thanks'g, July 4 | Yes | None | 6 to 9.30 p.m. | Through Lodge | | 1 mo. | Full pay | | No cases | | |
| 35,000 | 8 a.m.-6 p.m | 1 hour | All legal | Yes | None | None | None | | 2 wks. | | No arrangement | | | |
| 30,000 | 8.30 a.m.-5 p.m. | 1 hour | Xmas, New Years, Thanks'g | Half day | None | Subject to call by tel. | None | 2 wks. | 1 mo. | Full pay | | No cases | | |
| 25,000 | | | No returns | | | | | | | | | | | |
| 25,000 | 8.30 a.m.-5 p.m. | 1 hour | Yes | 1 or 2 for half day | Year | None | None | 1 mo. | 1 mo. | Full pay | Full pay | Decided by vote of Board | | |
| 30,000 | 8 a.m.-5.30 p.m. | 1½ hour | All except Feb. holidays and Elec. Day | None | None | None | None | | 1 mo. | | No | arrangement | | |
| 20,000 | | | All except Feb. holidays and Elec. Day | None | None | None | None | 1 mo. | | | No | arrangement | | |
| 15,000 | Half time | | | | No returns | | | | | | | | | |
| 5,000 | | | Thanks'g Xmas, N. Y., Feb. 12 & 22, Memorial Day | None | Part | None | None | | Office | Closed in summer | | | | |
| 6,000 | 1 to 4 p.m. | | Yes | If necessary | All year | None | None | | 2 wks. | | Secretary | furnishes substitute | | |
| 8,000 | 9 a.m.-5 p.m. | 15 to 20 minutes | All legal in Mass. | None | When possible | None | None | | 1 mo. | Full pay | Full pay | | Have paid for 5 mos. absence | |

(19)

VOL. II, No. 3 DECEMBER, 1908

# Field Department Bulletin

## CHARITIES AND THE COMMONS

### 105 East 22d Street, New York



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# Field Department Bulletin

Vol. II DECEMBER, 1908 No. 3

## THE CHRISTMAS SPIRIT

### A CHRISTMAS FOREWORD.

The following articles dealing with the relation of organized charity to Christmas giving speak for themselves. If one may judge from the trend, we are developing a more rigid backbone with reference to those travesties upon the Christmas spirit, engineered either by ignorance or a desire for self-advertisement, with which we have temporized more or less in the past, and are showing the way for the evidence of the real Christmas spirit. It is because it means much that we are fighting its desecration and defilement by all the miserably debasing practices which now exist.

Whatever differences in opinion there may be among us, there can be no doubt that they arise because of the finest appreciation of the dignity of human life; and that sweetness and content may indeed come in with the Christmas spirit, which shall abate not a jot of that dignity, is the belief of all of us. No other Christmas cheer is aught else than the smug satisfaction of the smug giver, and the fleeting joy of the parasite.

So, too, it is evident that we are beginning increasingly to demand that Christmas shall extend over more than one day and that more lasting presents, the presents of warm and good clothing and so on following the good custom of many sensible families, shall be given by those whom we may influence. Even in the giving of food there is the suggestion of something more than the single day.

Shall we not go on, then? We are fighting for a richer, finer Christmas spirit, even in its material manifestations, against the day when it shall mean but the renewal of a spirit whose manifestations are unconfined by the limits of a day or a month—manifestations marking the deepening and widening of the whole social life.

### ATLANTA'S PROGRESS.

Mr. Joseph C. Logan, general secretary of the Atlanta (Ga.) Associated Charities, has sent us two newspaper articles and an explanation dealing with the situation there. Last year the society offered to conduct a special registration for all societies and individuals. The Salvation Army was the principal organization to refuse to take advantage of this arrangement. This year, in addition to the registration, the society will make special appeals for donations to pension cases and special funds, and also for enough money to reach any cases which possibly are not supplied by other sources with Christmas cheer, including toys for children.

### CHRISTMAS CHARITIES.

By Alice L. Higgins, General Secretary, Associated Charities of Boston.

The ideal of wise charity given by Mr. Bernard Bosanquet as relief to a family with "a plan based upon character," receives in December many a severe strain. Thousands invited to a dinner, and hundreds to a party, seem to give a feeling of Christmas cheer, and the effect on the character of the donor appeals to the Sunday School superintendent and teacher more than the effect on the beneficiary, who, it may be, enters their horizon only in this seasonal way.

To harmonize legitimate, conflicting interests and to try to win permanent results from the holly spirit, crowded usually into the few days immediately preceding Christmas Day, takes, I have found, a larger ingenuity and greater patience and understanding of curious human nature than any charitable work but that of emergency relief.

The most satisfying work of our society is, of course, that of our volunteer visitors who consult with their conferences how best to make manifest the Christmas spirit in the families of those who are, or are becoming, their friends. Here the visitor who is on a footing of intimacy with her two or three families has a delightful opportunity to enter into the planning of a family festival. It is a chance to learn of the racial and national customs of the family, and to work together in

planning a surprise, since every one knows that to have a secret with a person is to travel quickly the highway of common understanding. In one of our conferences the members have for many years bought a large assortment of toys, Christmas trees, decorations, and candy. The visitors select from this general collection what is appropriate for their family and perhaps what some visitors would not be able to buy, and with the mother or older children put up and decorate the tree, and plan the whole wonderful affair. The year I was in training in that district I used sometimes to come across these "family" trees in the after-Christmas days, when visiting neighbors in the same house. Once I went to one of the family parties which the visitor arranged for the afternoon before Christmas. The many larger parties of club or church which I have attended, congenial as the group may have been, are in my memory but a background for that family tree, where the son of the house, in a red bath robe, was Santa Claus. The immediate friends of the mother brought little dainties loved in their old country home, and the children, more than a dozen, including cousins, were given permission to ask three or four schoolmates who were having a "hard time." The visitor and the mother had been busy for weeks. Everyone had a toy and a useful gift, not always new, but good, and collected by the visitor for a second career of usefulness. We ate nuts and sat on the floor, played games, recited our school pieces, and told stories. For several days the tree was a center of admiration in that obscure house, then the decorations were carefully packed away by the mother for another year. That festival has been held in that family for several years; the favorite school teacher of the year may be invited, or whatever friend the family delights to honor. One year the illness of the youngest child made an expensive brace necessary, and the family voted that the money usually spent by visitor and family should go for the brace, but a tree with the old decorations they did have. The diminished glory of that party made it the most successful of all, for the plan "based on character" had blossomed. The family festival as a creative force is urged by educators and philosophers; the appreciation of this idea came to me when I was asked by the visitor of this family to get one of the sons bailed out. The night I escorted him home his mother urged him to tell the whole truth, and one of the arguments she used, with a wisdom far greater than mine, was their standing as a family and the memory of their Christmas parties in the neighborhood.

Other volunteer visitors arrange their gifts as the needs and character of the family, the personality of the visitor, intimacy between them, and general plan being followed, suggest. Toys to the children and useful presents as well, are of course almost universal, sometimes in recognition of effort made by the family, or as incentive to effort hoped for. This is explained when the understanding of it will help to forward the general plan.

All general offers of assistance received at our headquarters are sent to our districts at once, so that plans may be made with care. For example: We have just sent the offer of a gentleman to give a quarter or a half ton of coal to two hundred families as Christmas gifts, and another from the Fruit and Flower Mission to give one hundred and fifty sick or aged persons fruit and delicacies, and to those whom we designate as having facilities for cooking, extra baskets of vegetables. The names are sent to us at the central office, and arranged by location in the way most convenient for the mission visitors, and we trust to the districts to introduce these gifts into the families with the personal touch. These offers help us to give a touch of Christmas cheer to the solitary aged to whom we are often not able to send a regular volunteer visitor, and also to show in families the special interest of the visitor in some sick member.

The visitors also take great interest in the trees or parties to which members of the family are invited through their association with church, club, or settlement. A less personal festival, but one very highly valued by hundreds of children, is the party of the Young Men's Christian Union, held on Saturday after Christmas. Hundreds of children are assembled in the big hall and a vaudeville entertainment is given usually by the kindness of Keith's, or some other theatre. A thrilling orchestra, and at the end a monster tree hold them spellbound. "America" and other songs they know, are played, and they sing under the strivings of a sympathetic baton. Ice cream and cake are passed around, and as the children file upstairs for their wraps a most substantial bundle is given to each. The buying committee purchases generously and our workers, when requesting an invitation for children, are asked to specify articles and sizes needed. A toy, a toothbrush, and a cake of soap are included in each package. No one is allowed to look on at this festival, and it is excellently managed by young men and women from settlements and associations. The money is solicited privately. The union invites children only on the recommendation of social workers, and as it is also the largest fresh air agency, its knowledge of children and agencies is large. Our secretaries confess they use this party for "fitting out" the children of many of their families. Some of our visitors who use it go with the mother to meet the children and admit they could not arrange any family festivity to make up to the children for the loss of such exciting joy.

Our visitors are sometimes asked by employers or fellow-workers to whom they have gone for advice in working with their families, to suggest gifts that would be useful.

To turn from the work of our volunteers to our attempts to organize the work of others, perhaps the simplest is what we call the "turkey conference." Many churches give turkeys or other dinners to some of their members or beneficiaries, and so do many of our own visitors, when the intimacy has grown sufficiently to make such a gift natural. When, in one section of the city, it was known that seven turkeys were sent to an aged woman living alone with her cat, "concerted action" became necessary. The churches and agencies who give are asked to send representatives a few days before Christmas to one of our offices in the section, and read their lists—simply names and addresses. The first conference in the southern section was called in the district office when I was secretary. It was amusing to see the missionary who was at first unwilling to read her list, but who was willing to listen, use her pencil vigorously; and it was good to hear her exclaim suddenly, "Already I have six turkeys to give when I thought I had used my whole allowance. This is worth while." Naturally, that conference has come to be worth while in much besides the duplication of turkeys.

The Sunday school teacher who comes two days before Christmas to learn of a family that can receive suitably all the varieties of toys and clothes bought by her class, and to whom she can take that class to receive the grateful thanks and resultant ethical thrills, is still a problem in every city. One of our workers says: "Send her to a recent immigrant;" another, "Persuade her to go at once to see the widowed mother of a family without a volunteer visitor, and talk over bringing the things as a surprise to the children." This secretary explained the reasons she saw against having the whole class burst in upon the family like a comet, and the teacher decided to take the gifts herself and tell the class about it. Every attempt was made to develop the teacher's interest into a permanent one, but she called only a few times. I recall a small group now that has acted as Santa Claus to the same family for nearly ten years, and the children have grown older together. They never see the family except at Christmas time, but they were introduced as friends of the permanent visitor, and continue as such. The family has been self-supporting several years.

Last December a young man went to one of our district offices to find two hundred addresses where on Christmas morning a few young people might go in automobiles, distributing the gifts already bought. He was turned over to the "Central." We tried to find some group where, through normal relationship already established, this impulse could be made effective. We telephoned several settlements and found, as was to be expected, that their plans were made, and gifts sufficient for all their club parties were on hand. We at last found a Sunday school which had not planned to give presents to its children, and which was willing to use the gifts. There was no time to make a better plan, but we have it on our calendar to confer with that young man by December, this year, and try to attach his interest to some agency or group with whom he may plan a more careful expression of Christmas cheer.

Our workers do not use the big dinners or Christmas tree of the Salvation Army, and show a disposition to refuse all offers which would gather people in a mass labeled "poor" or "starving," for whom money is collected by public advertising.

I hope we shall seek this season such co-operation from the police that they will refer to us any applications they receive from individuals for addresses where they may play Santa Claus.

Our Board of Directors voted last winter to confer with Postmaster General Meyer about turning letters addressed to Santa Claus over to charitable societies in the city in which they were mailed. Accordingly, last month, through one of our directors, we wrote Mr. Meyer in some detail the reasons that made such action questionable, which we summarized as follows: "It tends to destroy the feeling of family responsibility; encourages child begging; brings the independent into touch with charity; is wasteful instead of discriminating, impersonal instead of personal."

Two essays by the Rev. Samuel M. Crothers, "Christmas and the Spirit of Democracy," published in *Everybody's Magazine*, December, 1907, and "Christmas and the Spirit of Disillusion," published in *The Atlantic*, December, 1906, we use where we find opportunity, as timely aid in the education of the public in Christmas giving.

## INDIVIDUALIZED EFFORTS.

By Mrs. Edith S. MacDonald, General Secretary Associated Charities, of Malden, Mass.

We co-operate with King's Daughters and other church societies and they give to us their lists of families to whom dinners or other gifts are sent.

A number of benevolent individuals send us money to be used for Christmas cheer and we purchase dinners, flour or coal. I select the dinners for each family, sending them directly from the store.

One church takes up a contribution for us on the Sunday before Christmas, and that money we spend for gifts, other than dinners. Hot water bottles for elderly people and invalids, underwear, handkerchiefs, plants, etc., are purchased. We try to make these gifts very personal and put a good deal of thought into selecting them. The packages are tied up in an attractive way with a bit of holly or other green. This work is done by volunteer workers and distributed by them. After Christmas I send a report of the work to the church,

mentioning only the circumstances and the gifts given.

We are often asked for the name of a family where there are children, by childless people and they supply a tree with gifts and dinner. At times milk for a certain period has been given a family as a Christmas gift.

Last year I worked with a committee from the local order of Elks, who wished to give an entertainment followed by a tree and gifts to a hundred children. I selected the names very carefully from families well known to us. On arrival, at six o'clock, the children got a light supper, then came the entertainment of music and a ventriloquist, and then the gifts. I considered this of a good deal of value in helping the Elks to understand something of organized charity methods and it seemed well worth the time expended. For several years, I have supplied the Elks with the names of families to whom dinners could be sent.

Sunday school classes frequently ask for the names of families to whom they can send dinners.

Many of the friendly visitors give dinners and one of them discusses the situation with the mother and they go to the store together to select the dinner which is planned to last several days.

Last year, a number of saleswomen in one of the local stores brought me as their contribution enough money for a dinner.

I have not been able to discover that any harm has been done by these gifts, but rather a spirit of encouragement and appreciation has been awakened.

I think there is danger of duplication, unless there is close co-operation with an organized charity and this I try to obviate by speaking of it frequently, whenever I can find or make an occasion.

As in every other form of work, local conditions must be studied, but so far as I can now see, this is the best way for us to carry on the work of Christmas giving.

## NEW YORK EXPERIENCES.

By Miss S. F. Burrows, Supervisor of Case Work, New York Charity Organization Society.

There is a strong desire on the part of a large number of people to do charity work at these particular seasons, and if the giving could be done as a personal matter in the form of wise gifts, it would be very desirable, but this is not the case. For example, two churches in my old district employed a number of women to whom they gave employment in sewing each week. These two churches were of the same denomination and many of the women received work from both. At Christmas time, dinners were provided, consisting either of chicken or turkey, with a large basket of groceries. The gifts were made without any comparison of the lists, until a representative from each church became a member of the District Committee and it was a surprise to learn the facts above.

The great danger of an unguided charity work is the disastrous effect that it has on both the giver and the receiver. For some years large sums of money were obtained by the various newspapers and disbursed in providing Christmas dinners. It was found that many families received these dinners from two and sometimes three newspapers. When this fact became public, the feeling was to give nothing in this direction.

The effect upon the family receiving such indiscriminate charity was deplorable; first, because of the ease with which relief was procured; second, because of the feeling that deception had been productive of such good results; third, because through inadequate provision for caring for the large donations received, a great lack of economy was developed.

The effect upon families where the members had been barely self-supporting, and had found the provision of the bare necessities a difficult matter, was discouraging, their neighbors abounding in luxury which they made no effort whatever to provide for themselves, and receiving attention from their wealthy neighbors which seemed wholly undeserved. This feeling created discontent and, in many cases, when this season came around, people who had been in the habit of providing to the best of their ability in a small way, for the happiness and well-being of their family, were perfectly willing to have this provision made by outsiders, although ordinary charity would have been an insult.

The danger of duplication is self-evident. People who give at this time are not inclined to go into the matter very carefully, even if they have the time at such a busy season.

The attitude of our society has always been not to discourage giving, but rather to encourage the giving where need exists, and in a careful manner. During the last three years that I was in charge of a district, the following plan was carried out, as far as possible.

A careful list of families having no definite church connection and not in receipt of regular relief, was made about November 1. This list not only contained the names and ages as well as the addresses of the various members of the family, but also a list of the articles that were absolutely needed and which the family income did not cover. This list was easy of access and when any inquiries were made in regard to a family, for either a Thanksgiving or a Christmas offering, one of these families was suggested with a gentle hint as to what was desired. As soon as a family was accepted by some one seeking this outlet for his charity, the name was crossed off the list, and an entry made on the record that such an arrangement had been made, the name and address of the donor being entered.

At Christmas time, the families whose names still remained upon the list, were given an invitation to the office. The donations which had been sent in, either in cash or other gifts, were held in reserve to provide suitably for such cases. The things most needed were purchased and tied in bundles with the names of the families plainly written on them. These bundles were placed on a large table in the office ready to be distributed. A Christmas tree was prepared and some entertainment provided in the way of music and recitations. The entire family was always asked to be present at this little entertainment and coffee, sandwiches, cake, and milk were served. The families looked upon this as an entertainment given by friends to friends, and the gifts they received were never considered as charity but as Christmas gifts in the best sense of the word. The children of the families were always notified in time to prepare some little contribution toward the entertainment, and several members of the committee were always present to assist in this way. A great deal of work was entailed by this arrangement, but all felt amply repaid and I think I can say that I never knew of any ill results. We made it a point to notify the donors of money used for this purpose, as to the date of the entertainment, and some were glad to be present and pensions have been arranged through the interest taken in some particular family met in this way. A full report was always sent to each donor, and the special family for which the donation was used was described. At our last entertainment 110 were present, representing forty families.



## GROUP TREE CELEBRATIONS.

By Mrs. S. Izetta-George, General Secretary Charity Organization Society of Denver, Colo.

In our own generous city, promiscuous giving has reached such enormous proportions, we think there must surely soon be a reaction or at least a reconsideration—let us hope the latter. We, like the charity workers of other cities, have known of children of some families receiving seven or eight dolls each and their parents as many turkeys, while their neighbor in poorer circumstances, but not yet so bold, received absolutely nothing.

We have also ever deprecated the giving of public dinners to the poor, when the same amount of money and effort would provide quiet homefeasts for a larger number. Why do we persist in ruthlessly tearing down the home-life of the unfortunate whose only hope is in its upbuilding? The desire to promote this love of home has been very strong within me in recent years. May I tell you the story?

The Charity Organization has for many years, through the generosity of Mr. Christopher Henne, entertained several hundred children with an elaborate Christmas tree. There has never been the least confusion on these occasions, because the families came in relays of fifty parents and children. The evening following the entertainment of one year, having occasion to pass a poor home, I naturally dropped in to see the occupants. There, in the dreary front room, with no lights or other decorations, was a scrubby little Christmas tree, purchased for twenty-five cents of hard-earned money; on it, hung the presents the children had received at our house the day before. The family was enjoying to the full their own possession.

With the advent of the industrial depression of last winter staring us in the face, we decided to give useful Christmas presents, so together with a box of candy, our children each received neat white aprons, which the good women of Denver made for them, bright sweaters and caps, pretty ribbons, gloves, hosiery, etc., etc.,-all of which proved most satisfactory. Another generous citizen gave the Charity Organization a thousand tons of coal which was distributed most carefully during the holidays and the following months. Nobody in Denver was cold last winter.

With the experience mentioned, of having people come in groups at different hours to our Christmas celebrations, we believe that we could easily handle a much larger entertainment. We intend to ask the churches to unite with us in the effort to carry cheer and happiness to all of Denver's poor this Christmas.

## CHRISTMAS ACTIVITIES OF THE CHICAGO BUREAU

By Miss Margaret F. Bergen, General District Secretary Chicago Board of Charities.

For many years individuals warmed by the spirit of Christmas giving, have requested the Chicago Bureau of Charities to recommend families upon whom they might bestow some of their own cheer and goodwill. They are unacquainted with families who are poor and rely upon the agents of the bureau to recommend those who must need such gifts as they wish to bestow. The number of these individuals increases each year.

Church officers in charge of the church poor fund, Sunday school classes, kindergartens, classes in public schools, young people's clubs, etc., requesting names of needy families whom they might benefit with their gifts, increase in number each year.

As a rule, the gifts are bestowed without ostentation on the part of the giver. Expression by word or letter of Christmas cheer accompanies the gifts. A short sketch of the family's condition, struggles and needs is sent with the recommendation to the individual or group. Many individuals are by this means interested in their families and continue and

increase their interest during the year and from year to year, becoming, unknown to themselves, the best of friendly visitors. Their first gift is often a Christmas dinner, but, as time goes on, they become interested in the mental, moral and broader physical welfare of each member of the family.

Not every family recommended for Christmas cheer is so fortunate as to secure a friend for the future, but there are enough families so blessed as to warrant continuing the practice. On the other hand, no impulse of generosity should be checked. There can come but little harm, during the season of Christmas giving, to any poor family in receiving gifts from any one. The giver has the spirit in his own heart, and the whole atmosphere is charged with it.

One class of giving at Christmas we have seen in Chicago, and in one or two instances the bureau has been unwittingly a party to it, and that is public or semi-public distribution of gifts. A church invited poor families to come to its doors for baskets. A newspaper advertised the distribution of baskets to the poor who would call at a certain door downtown. The scenes at the door for this latter scheme were disgraceful.

Last year all letters addressed to "Santa Claus" received at the Chicago postoffice were ordered turned over to the bureau. Many individuals and churches took some of the letters and bestowed gifts without any inquiry into the needs of the family. The newspapers made much of the event and the postoffice received about 2,500 letters.

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VOL. II, No. 4 JANUARY, 1909

# Field Department Bulletin

## CHARITIES AND THE COMMONS

### 105 East 22d Street, New York



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# THE FIELD DEPARTMENT

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# Field Department Bulletin

**Vol. II** **JANUARY, 1909** **No. 4**


## DEVELOPING A TECHNIQUE

The BULLETIN proposes during the next one or two years to maintain a continuous round table. Its monthly issues are to be largely devoted to articles contributed by various practical workers throughout the country, dealing with the technique of investigation. As was said at Richmond this is one of the weakest spots in our armor. It should be one of our strongest parts. The ability, the brains, the insight, the devotion are with us. It is true that sufficient time is not always with us. But we lose time as it is. We take costly short cuts leading nowhere, and sometimes miss the entire point of a case until accident reveals it.

Going one step further, for plain confession is good to the soul, all of our acts of omission are not due to hurrying, either. Some of them are due to ignorance of technique. How could it be otherwise? Where are the published volumes dealing with it? What is our present method? We pitchfork new workers into the field and tell them to find their own way. Some do find their way after long struggles. Some find a few turns of the road and stop there. Why should this most exacting of professions, dealing alike with social psychological and physical problems, make its own pretensions ridiculous? Why should not the fundamentals of technique be put into recorded form for the benefit alike of old and new workers? We say old workers, of whom we are one, because, while experience is a good teacher, there is no surety that it will be a thorough teacher. Only the most egotistic would maintain that there are not others in the field who have discovered methods and truths which they themselves have only half sensed. This is a pretty big field we are occupying, and no one, as yet, knows all of its ambushes and clear spaces. Let us therefore take counsel together through the BULLETIN. We are all agreed that our investigations need improving. Instead of maintaining that we are doing the best under the circumstances, let us see what can be built up of value.

No one imagines that any series of articles on technique will in itself make good investigators of new workers. Knowledge of technique does not make the good artist or physician. But it is the ground work upon which they build. Equally necessary, or even more so, is the ground work for the practice of our profession, so intimately connected as it is with the fate of men, women and children. Let us honor that profession by enriching our libraries with books of suggestion for the new workers, at least, to devour. Already we have the invaluable books of Miss Richmond, Mr. Devine and Mr. Warner. To these we must add others dealing specifically with technique. Technique? Is that all? Ah! No. When this present series is completed, we shall then have to consider another series on treatment itself and here we will enter a harder field. But for the present, investigation is our theme.

### *The Proposed Plan.*

In order to give system and definiteness to this series, there has been prepared a rude sort of plan which appears on another page of this issue. There is some attempt at logical sequence in this outline, and there is at least some classification. The papers will not be printed in their logical order in this plan, but

each one will refer at the start to the article and section (or sections) to which it refers. At the conclusion of the series the gaps will be filled up and, if sufficiently valuable, the whole will be published in book form. It is expected that there will be differences of opinion and the round table part of this scheme provides that letters of criticism should play their part in the BULLETIN. So we shall expect to hear from many of you. Not that we intend to imply what might be implied by the form of that last sentence. Real vital criticism is what the writers themselves want.

*The Parts.*

Just a word or two about the different parts of this plan.

PART I.

*Interviewing.*

This scarcely requires explanation. No scientific scheme was worked out here; only the major points and those which deal vitally with the problem.

PART II.

*The Essentials of Understanding, or the Polarization of Self—Imagination.*

We mean here the understanding necessary to grasp the real problems in each family group. The alternative title, the polarization of self, refers to the ideas of that best of practical psychological schools which affirms that the ego is always a composite, one pole being within the individual, the other in the environment and especially in the personality of the one he is influencing or being influenced by. And, to put it roughly, there is a flow of the stream of consciousness between the two poles, sometimes the one being the stronger, sometimes the other. It is necessary for us workers to know how receptive we should be, how positive, in our first contacts with a family. To the writer's mind the figure, nay indeed, the principle of the composite ego, is a very illuminating one with which to classify finally our ideas on this point.

PART III.

*Investigation in Other Fields of Human Effort—The Lessons of Analogies.*

Clarifications and valuable lessons are bound to come from studies of this sort. Our work is certainly as complicated as is that of workers in other fields. They have outdistanced us in quite a few points. Let us for a time be humble listeners.

PART IV.

*Philosophy of Investigation—The Seven Fold Elements in Every Family.*

Here we come to the fundamental question of how much ground we must cover and what definite purposes we should have in mind. The seven fold elements are, of course, the environmental, mental, moral, physical and temperamental condition of each member of the family, the industrial efficiency of the bread winners, the family solidarity. For some good people are mighty poor "family" people.

PART V

*The Use of Different Sources of Information.*

This scarcely requires any elucidation.

PART VI.

*The Question of Thorough Investigations Under Ordinary Conditions.*

Same comment as above.

PART VII.

*Selection of Cases for Thorough Investigation in Times of Emergency or Overstress.*

This is a very important question. The question is whether it is not better to do thorough work with some kinds of cases and superficial work with others, rather than superficial work with all; that is, in times when we cannot do all thoroughly. With some societies that means most of the year. The question is whether we are achieving anything by not deliberately selecting.



PART VIII.

*The Art of Case Recording.*

This is avowedly an attempt to show the way to better case writing, something better than a boggy morass. Much good work is lost in poor case writing, lost to the detriment of the families involved, as well as the committees.

PART IX.

*The Case Ready for the Committee.*

Thus we reach the conclusion and are then ready for the bigger task, the final treatment.

It is hoped that there will be ample case illustrations through all the papers except those in Part III.

*THE FIRST PAPER.*

The first paper published in February will be introductory. It will be entitled "Methods Common to Social Investigations," and is being prepared by Miss Zilpha D. Smith.

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# TECHNIQUE OF INVESTIGATION AND RECORD WRITING

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INTERVIEWING.

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Sec. B. The Contrast between the interviewing of a charity worker and the cross examination of a lawyer.

Sec. C. The Art of the Good Listener who yet guides the conversation.

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Sec. E. Minimum in time for proper Interviewing: What Standards of Efficiency and Economy are Practicable.

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Sec. I. The First Interview. (Time and place).
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VOL. II, No. 5 FEBRUARY, 1909

# Field Department Bulletin

## CHARITIES AND THE COMMONS

105 East 22d Street, New York



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## METHODS COMMON TO SOCIAL INVESTIGATIONS.

By Zilpha D. Smith.

[This Bulletin has been fortunate in securing this striking Introduction, and much more than Introduction, to its series on Technique of Investigation, as outlined in January, 1909, issue.—Ed.]

Whether one studies housing or psycho-therapeutics, the financial troubles of a city or of a family, whatever the field of inquiry into present facts involving the interests of living people, there seem to be almost no fundamental differences in the reason that makes investigation necessary, the desirable attitude of mind in the investigator, or the methods used to ensure success.

### I. THE REASON.

Why take all this trouble, why make so many inquiries? Why not find out who the person is that in the natural course of things knows all about the matter in hand, ask him and act on that?

The answer lies in the inherent incompleteness of each man's knowledge, and the fallibility of human testimony. One may know more than the rest but he never knows all. Nearness to the problem obscures a part of one man's view; distance obscures a part of another's. Moreover, what we see and hear, as well as our report of it is affected by our prejudices—that is, the association of ideas in our own mind—by careless observation or lack of attention, and by aberrations of memory.

Browning's insight into this aspect of human nature gave us the stories by eight or ten different persons covering the same facts in The Ring and The Book. Scientists have experimented with healthy, prosperous persons acting in perfect faith, loyal, disinterested, intending to be truthful, and learned that exact evidence is the exception and that the longer the interval between observation and report, the less exact the testimony. We remember chiefly that which interested us at the time and even this we in some measure transform by the completion and interpretation of our mental images in the direction of what some previous occasion suggests as probable or usual. (See Muensterberg's book, "On the Witness Stand," 1908; Claparede, Geneva, Strand Mag., Sept., 1907). In real life the decision of the Supreme Court in the famous telephone case against the evidence of two or three hundred honest witnesses (Atlantic, Sept., '88, Daniel Drawbaugh) is easily supported by our own experiences with ourselves or our friends, when we stop to think about them. We sympathize with the remark made to Florence Nightingale and quoted by her as of more extended application than most people have the least idea of, "I know I fibs dreadful; but believe me, Miss, I never finds out I've fibbed until they tells me so." (Tooley's Life, p. 287). Remembering the difficulties almost all of us have in apprehending the truth and in reporting it, we learn to be charitable to others, and especially to the uneducated man or woman hard pressed by circumstances, exhausted by illness or sudden trouble.

We learn also to help those we inter-

view, educated or not, to be truthful, by avoiding questions which suggest a particular answer. Instead of "saving time" by asking questions in our own way following the schedule we have made carefully and logically, we seek to get the truth as that man sees it and in the way he is able and willing to tell it by leading him on to talk freely and spontaneously, thus disclosing himself as well as the facts. It is a slow process but much more productive of results.

We learn also to weigh the value of evidence, to consider the point of view from which it comes, the type of character, whether in spite of care the answer has been suggested, and whether our informant has the habit of thinking straight and of expressing himself clearly. Enquiry about those who contribute the facts is often worth while, and we may seek first that source of information and counsel which seems likely to throw most light on the value of other possible sources.

From this reasoning it follows that no matter what the field of inquiry no *one* source of knowledge should be regarded as complete or entirely conclusive. The variation in the stories one hears are like the colors of the spectrum: each is a part of the truth, only by blending all together does one get the white light.

### II. METHODS.

Five methods seem to be used in almost every complete and successful investigation, whether the aim is to find a way to meet a general need or an individual one. My definition of a successful social investigation is one which leads to good plans and which secures co-operation in making and carrying out these plans to a satisfactory outcome in the social good.

The numbers mean nothing as to relative importance.

1. Interviews or correspondence with those affected by the problem, and with others related to it, whose co-operation is or may be involved—what may be called co-operative enquiry.

2. Consulting records, public, semi-public and private.

3. Enquiry into conditions surrounding the problem itself, not immediately involved in it yet bearing on it, or of possible future use in working the way out.

4. Enquiry as to action and results elsewhere in similar situations.

5. Investigation by action, by treatment, by doing something—giving opportunity to observe, to see how those concerned will respond to the offered opportunity, or for facts to transpire which have not come out in previous enquiry, no matter how careful and thorough it has been.

The first and last of these methods involve more or less stirring up of the minds of other people, and are both very close to the nerve of the problem itself. What you, a stranger, say to others nearly interested may suggest ideas and actions which were not at all within your view. They are, therefore, the most delicate and difficult parts of any kind of investigation. They are matters in which the personal qualities of the investigator, both those that go deep and those that lie on the surface, tell for most. All equipment of knowledge that can be gained in advance by the use of records, or enquiry into conditions, or study elsewhere (Methods 2, 3, 4) helps the investigator to avoid mistakes in the use of these other innermost methods, and also to be ready to seize any opening for joining his knowledge with that of those whom he interviews in making a good plan of action or in carrying it out. It is through Method 1 especially that plans involving co-operation are adopted and adapted. And what plan does not involve co-operation?

If one is making a housing investigation, for example, he will use all five of these methods, very likely not in the order named.

(1) He will interview tenants and landlords and landlords' agents, of various types and nationalities, living in or managing different kinds of houses.

(2) He will consult the public records in the form of laws, both for construction and for health inspection. He will use assessors' lists of valuation and surveyors' plans, and still other records as to the transfer of real estate, its frequency, and the increase or decrease in price.



Under 3, he may study the nature of the soil on which the houses are built, the sewerage system, or the want of it, the history and characteristics of the foreign nationalities which inhabit or control the houses where the problem seems most acute.

Using the 4th method he will study similar investigations in other cities and the action which has followed, noting what parts of this action have failed and why, which have succeeded and why.

And then under 5, various courses of finding out the possibilities of solving the problem in his own community are open to him. He may try to secure improvements in the law, or attempt to secure better administration of what law there is, or he may build or manage a tenement house or a row of cottages as a private enterprise. Whatever he does, in doing it, he will surely meet opportunity to learn facts and opinions affecting the matter which had not transpired before, and to get a sympathetic insight into the situation which goes deeper than even the wisest person can get merely from other people's experience.

*Method* 1. Interviews and correspondence are to be the subject of other papers in the BULLETIN. I will add therefore to what I have said already about helping others to tell the truth, only one point. Those persons nearest the problem are apt to be left out. The Massachusetts investigation as to industrial education a few years since, is said to have been the first to consult the parents of children who had gone to work. All the others had relied on the testimony of teachers and employers.

In the needy family, the man is apt to be overlooked, or the chief breadwinner, whoever it is, just because it is easier to see those who are at home by day.

*Method* 2. In the use of records, the first step is to learn what records there are. Public records vary much in different places, in kind, in value, and in the length of time during which they have been of value. Curiously enough, the points most people prefer to keep secret, their ages and questions of property, are matters of public record.

Even records of other countries may serve us. Enquiry from Italian sources as to the birth of a child not only saved one little girl from two years of premature work, but many others, for it led the school committee to require more definite evidence as to age before allowing a child to go to work.

Public records are less subject to error than oral testimony, though not entirely free from it. The sooner the record is made after the fact, as in the registry of the birth or in the record of the ages of children when they go to school for the first time, the less likely there is to be an error.

The semi-public records,—directories, city and state, business, medical, legal—are of such value that many agencies gather and keep for reference those for a series of years, running back as far as they can get hold of the volumes. For New Hampshire, Vermont and doubtless other states little books are printed giving the names in each town of selectmen, lawyers, business men, etc. These are to be found in business houses in the larger centers of neighboring states which have relations with the small towns.

The use of the confidential records of charitable and medical agencies, of employers and others, may be sought and often won, by first gaining the confidence of those who safeguard them. We should of course be careful to keep this confidence by never betraying the trust even in small matters.

There are three principles which apply to the use of records whether private or public. First, to get a general knowledge of what records are available, and in order to determine their value, of the the methods by which they were gath-

ered. Second, to use the earliest record of a certain fact as the most trustworthy. Third, to consult the record when it will serve our purpose instead of seeking an interview, because use of a record does not stir other people to prejudice or action.

*Method* 3. As to enquiry into conditions—in one's own neighborhood, or the neighborhood of one's own settlement, or boys' club, or church, or charitable work—it is not safe to rely upon the knowledge of the neighborhood which comes without effort on one's own part. One's whole work grows richer and stronger and more helpful, if, taking each problem as it arises, one follows each clue out into the surrounding conditions with some degree of thoroughness.

For those working with needy families there is peculiar danger in relying upon the information about conditions which comes to one incidentally. The needy family is for the time at least, an abnormal family. Even in the poorest neighborhoods in ordinary times, the majority of the families are not in distress. The charity worker sees an undue proportion of families. My illustration, however, does not touch this last point.

A woman with a complication of domestic difficulties counted as capital the nice furniture which had been given her by former employers, and wished to start a lodging-house. Her church was ready to give forty dollars to begin with, and four lodgers promised to come to her at once. *Three questions need to be asked* whenever change of occupation is considered; in the mind of the social worker whose help had been asked these now took this form: What special gifts did the head of a lodging-house need? Had this woman these gifts? Would a lodging-house in that particular neighborhood yield an income?

Two of the former employers who recommended the woman as to character, were themselves lodging-house keepers who had promised to send her their surplus lodgers, and urged her undertaking a house. Yet on talking the matter out with them, they agreed that she lacked certain essential qualifications. Enquiry was made of three other landladies, but in no case did it appear that with a full house payments from lodgers provided more than the rent of rooms for the family, other expenses being met by other earnings. The social worker also went with the woman to the agents of two vacant houses. The woman was thus convinced that her plan was futile, and became willing to consider others whose outcome she has since found satisfactory.

Knowledge gained thoroughly in one case helps in others. As occasion arises it must be brought down to date, but with the foundation well laid, that is comparatively little labor.

The sum of such enquiries is what gives a settlement resident or a member of a charity conference or a church-worker what we call knowledge of the neighborhood and of resources. The beginner has occasion to make more such investigations in the first two or three months than later, for each such enquiry makes every investigation easier. It is a great encouragement to realize that one's future work will be made more effective day by day, by each piece of good investigation into the surrounding conditions. The most experienced social worker moving from one city to another or even from one district to another, is at a disadvantage for a full year, because the local conditions must be learned slowly as he reaches out from each individual problem.

*Method* 4. The various schools for social workers are an attempt to supply students in advance with some knowledge of what has been done elsewhere and the results, to show in what manner and in how many directions such knowledge is to be sought for any purpose that may arise in the future, and to give some idea of the variety of social forces involved in any one situation, whether it have to do with industry or recreation, with neighborhood need or individual need.

Whatever preparation one may have before he meets the problem, however, he will then surely need to bring his information down to date and to reach out from the particular problem in hand for the knowledge that will bear on it even if that knowledge be held in some far distant place. With the need of action directly in one's path, the seeker grows more keen and the knowledge gained bites in.

No season passes but in one section or another of social work, among settlements, or boys' clubs, or superintendents of insane hospitals, or educators of the deaf, or wherever, somebody, urged on by his own difficulties sends a letter to a number of others asking detailed answers to certain questions. Some too-busy workers disregard these or answer grudgingly. Others welcome the occasion either to clear their own minds on what has been passing through them without being classified or summed up, or to make enquiries in their own city or neighborhood on a matter of which they had only vague information.



*Method* 5. I have already said that investigation by action is difficult and delicate because it stirs up the minds of other people. There is danger here also of making mistakes, perhaps small in themselves, but of lasting detriment. The gravest danger is that in doing the right thing for the moment we become so absorbed in that, as to forget the larger purpose with which we started. We rest content with doing something, without noticing where it leads and following that lead. On the other hand, a mistake in action may stop all further action for the time, or an opportunity may be forever lost.

Since there are these subtle dangers in the method of investigation by doing something, it is wiser whenever possible to complete the enquiry by the use of methods 1, 2, 3 and 4 before action is determined upon. These will not, however, always serve. With needy persons the circumstances may not allow even a day's delay. With full consciousness of the ultimate purpose and with persistent interest, this fifth method may prove invaluable. Work tests and interim relief are familiar forms of doing something, but care needs to be taken to learn what it is that the work has tested, and to remember that the interim relief is to end with a real plan.

Opportunity to observe an applicant while his attention is diverted may be made,—for example by urging his use of the telephone in the office, or of desk and paper to write letters there,—getting him to act instead of doing something one's self. This sometimes discloses curiously helpful facts.

Some societies make a rule that if an applicant will not give information or objects to the making of enquiries, the society will do nothing, preferring this to the likelihood of doing the wrong thing in acting without knowledge. I fancy 'tis a law made to be broken.

It would have been a foolish rule, for example, in the case of a middle-aged nurse, at the end of her resources, who asked only work, was willing to work at anything, but declined to give references apparently from pride. She was sent to a temporary home, where it proved that she fully earned her board by service. Here the matron guessed that the address of the sender on the outside of letters she received was her sister's. The investigator wrote the sister and learned that as the nurse approached fifty and it grew difficult to get steady work at nursing, she became so disheartened as to hide herself from all but her nearest friends. Guided by the counsel of the investigator the sister was able to get work for her. Three years later, this charity worker, who had not refused to help because none of my first four methods of enquiry could be used, nor been content with action alone, simply sending the nurse to the home—but had secured the co-operation of the matron and followed up the investigation—this charity worker received a grateful note from the nurse: "Many happy days have come to me since, and I feel you were the helping hand to it all."

Another form of action as a means to investigation is to do what the needy persons wish done, in order to get their good will and gain light on the real need, even though believing it will be futile. Sometimes not only the needy person, but others, have to be convinced. In the following instance the investigator herself was in doubt before action was taken.

A woman of sixty odd, of good antecedents, was believed by the committee of men in her church to have shown all her life such a dependent spirit, unwilling to do her part, that now that she was sick and unable to care for herself, it was not wise to support her outside the almshouse. This action was indignantly received by the benevolent society of women in the church, which thereupon sent money toward the board. A relative had agreed to contribute more than half of what was necessary, while the woman herself wished to be taken care of by private means. The social worker who was trying to find the wisest plan for the future placed her at board with a woman who had already

shown a genius for taking care of queer people. This proved that the men in the church were right. She would not leave her bed unless she smelled bacon or something else she especially liked. In three weeks she allowed no water to touch her body except her face and hands. That three weeks of kindly care and observation, partly at the expense of charitable funds, persuaded everyone concerned, except perhaps the patient herself, that she should be in the almshouse where the relative's contribution pays her full board, and she has been as contented as her temperament allows her to be anywhere. She takes a bath regularly without demur because she must, and her appearance and health have greatly improved.

So, where the first four methods of enquiry fail to bring results, and in the comparatively rare instances where one cannot even try them, doing something in spite of its dangers may be necessary as a means of investigation, and may bring just the knowledge and co-operation needed.

Charles Eliot working for the provision of parks and open spaces to meet the whole need of Boston and its surrounding cities and towns, used all five of these methods. The brilliant result is well known. A study of the process may easily be made in the biography by his father. It seems to me an encouraging example of organizing the charitable spirit of a community, its public spirit, and to owe its success very largely to the thoroughness of the various kinds of enquiry upon which it was based.

It is ungracious, perhaps, to compare this great public benefit to help given to a needy family. Yet it seems to me that Charles Eliot bore the same relation to Greater Boston, to the family of towns within the metropolitan district, to its need of large and small open spaces, and to the establishment of the comprehensive system which seems likely to grow to completion—the same relation that a good investigator does to a needy family and its problems and the endeavor to find out what ought to be done, and how it may be done, and to bring it to pass. In both cases, the landscape architect, Mr. Eliot, on the one hand, and the charity worker on the other, may not be the person who contributes most to the desired end, but he contributes the particular elements without which the end is much less likely to meet fully the need and to be gained without too many mistakes on the way.

And their methods of enquiry are fundamentally the same.

### DIFFERENCES OF METHOD.

As to the differences between the two kinds of investigation, the story of Eliot's work illustrates them fully.

For public projects and in neighborhood work enquiry may begin slowly and be carried over a number of years without detriment to the final outcome. A permanent Metropolitan Park Commission was established five years after Eliot began, and investigation continued all that time. This was counted quick work, but it would not serve a family in distress. For them, investigation must be prompt and thorough and comprehensive, at the very start. We must gather facts and construct a plan all at the same time, not hastily, but with despatch. The more skilful the investigator becomes the shorter grows the interval between the first acquaintance with the family, and the adoption of an adequate plan by all concerned, the less often is action taken in that interval which raises hopes only to disappoint them, or which is in some way ill-adjusted to the particular situation.

In neighborhood work, in research, one may begin with public records, with the conditions surrounding the problem, with what has been done elsewhere, and "chase in," to use Mr. Robert Woods' phrase. With the needy family, one rarely escapes the necessity of beginning with a personal interview with a member of the family.

To meet the need of parks, publicity is required, and almost any source of information can be used without hesitation, for it is desirable to interest as many people as possible. There are occasions for tactful withholding, but in general, about parks, one may tell all one knows. Of the needy family one tells to those met in the course of the enquiry as little as possible, and confines the knowledge even of the existence of the problem to the small group of people whose advice and help is necessary to solve it. The principle, however, is the same—one spreads the knowledge just so far as is necessary to secure the needed help.*

Investigation to help and protect a needy family must be prompt, private and from the start intimate. Investigation to promote neighborhood and community betterment may be slow, public and begin afar off. These three are all the fundamental differences of method that I have discovered.

### III. ATTITUDE OF INVESTIGATOR.

Neighborhood and community investigations may be avoided, but rarely does any one escape a few occasions in his life when he must conduct the first interview with some one in difficulties, and make the enquiry that should follow. A friend comes for advice, or as a stranger one finds himself in the midst of a problem of distress far distant from any one with either training or experience in finding the way out of such a situation. So, while investigation is an art in which skill is greatly increased by training and experience, we can all of us profit by at least a knowledge of the principles underlying it, and share in the spirit which the successful worker takes to his task.

*Spirit.* Other than an open mind and a friendly and helpful spirit, the essentials are (1) a broad and deep purpose—nothing less than finding out what the real needs and causes are that lie back of the circumstances now uppermost; finding out, also, whatever means exist that can be used to remove the need and to prevent its recurrence—and (2) an honest intention to do all that lies within one's power so to organize these means into united action that they shall accomplish the purpose. In other words, a large faith is needed, a large conception of what may be done, and of the variety of influences that may contribute to the result—faith that there is strength and virtue in every community, in every person.

*Skill.* If the scientists are right, and I suppose they are, that prejudice, careless observation, and aberrations of memory are the three things that make human witnesses fallible, it follows that the first steps in acquiring skill lie in training one's self away from these difficulties.

To make one's self a good investigator in whatever field (1) one must clear his mind from prejudice, be ready to learn from the people he meets and from each experience, forming the habit of dropping before each interview all preconceived ideas; (2) the power of attention and of observation must be cultivated; (3) the memory must be trained, and records or notes made immediately after the information is gained. A beginner who keeps these three points in mind will find his powers steadily growing. He will presently ask fewer questions, while he learns more, and learns it more quickly.

One other element in skill is the power of weighing evidence. Judgment comes through experience in judging. If we train ourselves to weigh evidence and to choose the better in small matters, we shall eventually become good judges in large affairs.

Any one who has frequent opportunity to make such helpful investigations as I have in mind, may gain skill rapidly, but no matter how long he works there will still be more to learn, for he is dealing either with human nature itself, or with the products of men's powers, and both have many and changing aspects.

When the information sought is personal, but the purpose general, as for example in last year's New York study of family budgets for publication, confidence may be gained by explanation of the general plan, and by enlisting interest in the effort to help others.

With the needy person it is necessary to learn and hold at command all sorts of methods, each simple in itself, of con-

*Of course, investigations for the public benefit often include private matters, and here the importance of discrimination between what may be told and what must be withheld can hardly be overstated.

veying to the person in distress your genuine wish to help, of making him feel that you are there in his interest. In the comparatively few cases where there is fraud the same spirit and method, the use of every clue to help the family, does discover the fraud, but it leaves the mind still unprejudiced, still charitable, and the desire to help remains.

IV. RELATION TO CO-OPERATION AND TREATMENT.

Some investigations into larger social matters seem in danger of falling short of the results they deserve to win, because pains is not taken to associate with them those of sufficient insight and organizing power to use and carry to an issue the possibilities of working together which the investigation has opened.

On the other hand, in relation to the needy family, each piece of work is so small comparatively, and so essentially private, there is so little direct teaching of investigation as an art to be learned by working under guidance, that it is possible to talk much about investigation, and do little really good work in that name. The impressions of several charity workers, approaching the family from the same side, are accepted as proving the facts, when what is most important is to get the knowledge held by kindred or teacher or employer, presenting each a different point of view. The temptation to action is very strong. Decisions may be made and pushed forward without any thoroughly honest attempt to learn what facts and forces are involved in the situation.

A newly-appointed secretary of a C. O. S. regretting that she had been obliged to undertake the task without training, once asked advice as to securing co-operation, saying the society's investigations were all right, but they did not get co-operation. Over this remark three social workers from different cities smiled. They knew that really good investigations brought in the course of making them a certain measure of co-operation.

I believe co-operation and treatment cannot wisely be separated from investigation, especially by methods one and five. I have spoken of the interviews and correspondence setting other people's minds at work—the organization of this mental activity to work together for an efficient purpose can be best done by one who has been a party to the more important interviews.

Cutting off this personal element of investigation by transferring the treatment to some one else is like cutting off the top of a plant and transplanting the young and tender roots, trusting to the new gardener to cultivate a new top. Investigation is an admirable root, but of no use unless a plant grows from it. A pine tree in its first two years makes its roots five or six times as big as the top, but there always is a top, and a growing one. With the needy family one cannot take as much time as the pine tree does, but in a good investigation the top is there almost from the beginning and it grows as naturally out of the investigation as a plant grows from its root. In other social investigations, a greater division of labor is admissible, but the relation between the investigators and "the organizing mind and executive hand" should in my view be very close.

To sum up—there are many and varied kinds of social investigations constantly needing to be made, some on a large scale, many on a small scale, but humanly very important, and often subtly affecting the life of the whole community. The opportunity to investigate in smaller matters helpfully comes to each of us sooner or later, and each should enter upon such an investigation with an open mind, and a broad, deep purpose.

Whatever the matter in hand, we shall find five different methods open to us—three of them less difficult and delicate in application and therefore to be used first when practicable, but leading up to two more intimate, which touch the springs of action in other people, and which should be entered upon with all the knowledge the other three may bring. He who would investigate efficiently should be ready to give co-operation as well as seek it, both in making plans and in carrying them out.

Upon the interplay of these five methods, upon their use in proportion fitted to the object and circumstances of each special investigation, depends its success in solving the social problem in hand.

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# Field Department Bulletin

## CHARITIES AND THE COMMONS

105 East 22d Street, New York



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# Field Department Bulletin

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## CENTRAL APPEAL COMMITTEES

By special request, we will break into our series of articles on the "Technique of Investigation," by presenting for consideration the work of central committees for raising special case funds. In April the technique series will be resumed.

In taking up our topic for this month, it must be frankly stated that some of the most important questions with reference to the results of general office appeal committees will be of interest only to societies which are districted. Indeed, the original request for an exchange of experience came from a society which desired to learn whether the presence of such a committee lessened the feeling of responsibility for raising special case funds on the part of the district superintendents and committees. So, too, is the question whether the function of such a committee in reviewing the plans of district committees and in making good decisions thereon is more important than its assistance in raising the actual money required.

Nevertheless, there is much information presented in the following descriptions of the work done in different districted cities of the country, which will be of suggestive value to all cities, whether districted or not, which follow the special case fund plan, and we assume that that includes all of us!

A few words of summing up may precede the letters which are here given. As to the question of lessening district responsibility where responsibility for raising special case money exists, the consensus of opinion is that no such tendency has become evident. The letters from Philadelphia, Baltimore, Chicago and New York agree on this. Buffalo has never attempted to cultivate intensively the field here. In Baltimore the committee simply advises with the district people as to where next to turn and assists rather than controls. It certainly would be difficult to present successfully any theoretical argument against the convincing experience of the four cities first mentioned. Given a strongly developed district responsibility and the definite understanding that the central committee is a court of last resort, only, and the plan will mean no weakening along the line if—

Well, there is always an "if" to any proposition, and it is here the "if" which joins Question No. 1 to Question No. 2. We believe that Philadelphia, Baltimore and Chicago, at least, have plainly shown that such a committee will be of more assistance in making wise decisions than in helping to raise money. The last requires a highly developed office system it is true. But the whole bulwark for permanent success would seem to rest in the power given to the committee and its discretion in making decisions. As Philadelphia writes, when the committee is working at its best it really has a tonic effect upon the district work. As one who has worked with the General District Committee in Chicago the writer needs no assurance of *its* tonic effect when considering cases. The same may doubtless be said of Baltimore and New York. Buffalo alone has not given full discretion to the appeals committee.

It is true that in Buffalo another central committee, the committee on district work, may consider cases wherein the committee on appeals believes a mistake has been made by the district. It is true also that the Buffalo committee on appeals has other large duties. Nevertheless, it is unfortunate that the reviewing of cases by a central committee should be in any sense perfunctory. One questions whether the committee on district work in Buffalo should not consider appeal cases first, and the committee on appeals consider only cases from that committee; that is providing the committee on district work is composed of volunteer workers entirely. Either that, or more power to the committee on appeals itself, or a subcommittee of it, is desirable.

It is not necessary to comment upon the many other fruitful points in the discussions below. Their value to all societies is, as we have said, considerable, and they afford ample justification for our using the BULLETIN for their presentation.

**THE ORIGINATING SOCIETY.**

"The Central Committee on Appeals was started in Philadelphia several years ago as a result of agitation in one or two districts for the adoption of the New York method of publishing appeals in the newspapers. The special committee corresponded with all the large societies and received quite full replies. A copy of their report was sent to every society that aided us with information about the special case system of relief.

The committee meets twice a month. District superintendents were reminded when we began this new plan that good investigations often developed sources of relief co-operation; that these were to be developed to the utmost and that, in addition, district workers and district conferences were expected to use their best endeavors to develop further sources of relief by personal appeal and by interesting residents of the district in the case work. Realizing, however, that after a plan has been devised it may be seriously crippled by the failure to put the relief portion of it into prompt operation, districts were authorized to begin such relief without delay, provided the secretary of the committee on appeals was at once notified, and provided also that the record of the case fully written up was placed in her hands three days before the next meeting of the committee. On the day of the meeting the district was expected to send a representative to explain the plan. This was specially urged if any large or long-continued expenditure was thought necessary.

As you know, part of the relief funds come from the general fund, though we try to limit this expenditure quite strictly to interim relief and what has been known as emergency relief during these hard times. It was understood that should the committee on appeals for any reason disapprove the plan of expenditure on a given case, all further payments from the general fund for that particular case and plan must cease. This did not bar the district committee from undertaking to raise the money elsewhere, if, after careful review of the decision of the committee on appeals, they felt that the experiment ought to be tried.

In cases actually undertaken by the committee on appeals, the money has not only been raised by them, but all advances made from the general fund of the society have been refunded with the first money received from the committee for that particular case.

When this plan was first explained to the districts, I think we all feared that there was great danger of its weakening district responsibility in developing a special case system of relief. These fears have not been realized. The district that started agitation because it felt the pressure of the special relief work was too heavy, has appealed to the central committee on appeals only once. This district has now developed its own committee on appeals, which compares lists with the central committee before sending out letters. A district committee in a well-to-do neighborhood has also developed its own committee on appeals which avoids duplication by the same method.



When the committee meetings have been well conducted and the case records carefully studied beforehand, I have felt that this system has had quite a tonic effect on districts that came up with ill-digested plans, to find them promptly turned down. It has also had a good effect in the appreciation shown for good case work on the part of those district superintendents who were struggling under heavy odds and had little volunteer help. On the other hand, I believe that it is only by the greatest vigilance that a good standard can be maintained in such a committee. I have not been able to attend the meetings very regularly this last winter, but when I have gone it has sometimes seemed to me that the committee's work was suffering somewhat from the same cause that had weakened our district work, namely, that the individual members were feeling the pressure of many other duties and were not bringing a fresh mind and keen judgment to the case problems. Some cases have slipped through in which the results have shown us at fault. Every six months, cases for which money has been raised by the committee are supposed to be reviewed by the committee, and this review work sometimes throws an instructive light upon the committee's decisions.

The actual raising of money is done by the secretary of the committee (a volunteer) and by one volunteer assistant. The amount raised by this committee has not been more than $4,000 in any one year. We noticed that during the heaviest pressure of last winter very few cases came before the committee, owing to the fact that the district superintendents were too driven with emergency work to make any plans. Late in the spring, however, a number of cases came in requiring from $100 to $300 each, and the committee got badly behind during the summer months. This amount has since been raised.

I feel that the committee-on-appeals system is most likely to be successful in the long run if more emphasis is laid upon the quality of the decision than upon the amount of money raised by the committee. Some of the best work done by our committee, so far, has not led to the raising of money at all, but to interesting a district committee in developing constructive plans as substitutes for relief.

In a letter received from the Secretary at Colorado Springs this morning, I am asked whether the development of an appeals committee does not interfere with the idea of bringing the giver in touch with the family so that he can take a personal interest in the plan which the society has developed for the family's rehabilitation. The Secretary feels that the great weakness in organized charity is just this lack. If the committee on appeals were allowed to become a bank of *first* resort instead of a bank of *last* resort, I feel that this criticism would be just. On the other hand, we all know of cases where the bringing of the giver in contact with the receiver would lead to nothing but disaster, owing to the fact that the giver has either no time or no inclination to develop personal relations with those whose necessities he is willing to relieve. That he should hear about the case in the first instance, and learn the result in the second, is probably as much as we can now achieve."

**DIFFERENT POWERS IN BUFFALO.**

"Your inquiry is in regard to the success of a central committee on appeals for relief. I assume that you do not desire information as to the general work of our committee on Publicity, Membership and Appeals, which raises money, advertises our work, increases our mailing list, etc. This same committee of seven members also has charge of raising money for special relief. Three of them are to some extent trained social workers, as district committee chairman, or otherwise, but it is not an expert committee and has no authority to decide either the amount of a pension or its

duration. Our procedure in raising money for special families is as follows: The secretary comes to a meeting of the Committee on Appeals with information as to a number of families for whom pensions are needed. The members of the committee, who are all men in close touch with our best people, then suggest persons who might assume the pension, or part of it. In each case, some member of the committee writes to the person selected, saying that the Field Secretary is going to ask aid for a family and requesting favorable consideration for his letter. We tried first having him call personally, instead of writing, but it meant much waste of time and waiting, and we have decided that writing, in connection with a letter from one of the committee, is better. Last winter we raised $4,715 for pensions, but this does not include all the special relief, and the figure has grown considerably. A letter is sent monthly to contributors giving fresh matter about the condition of the family.

We have never been able to develop sufficient responsibility for relief on the part of the districts, and to some extent we have feared to develop this for fear of repeated importuning of the same persons by different committees. We do, however, try to impress our districts with the feeling that they are to find aid and that the Committee on Appeals is a last resort, and one or two of the districts are doing fairly well.

You do not ask a question which is interesting to us, as to whether the Committee on Appeals should be allowed to go into the question of the need for relief or its amount. They are disposed to, and our present ruling is, that when they question the need or the amount, the matter is referred to our Committee on District Work, which has the final word. The family does not suffer meanwhile, for relief is always given from our general fund when a district committee votes it, until the Committee on District Work disapproves it, or until the Committee on Appeals finds the money, after which the relief is charged to our special relief fund instead of to the general fund."

**THE CHANGE IN NEW YORK.**

"In the early years of the New York Society, funds were raised only for such cases as could not be provided for by the legitimate relief societies; for example, cases in which families were to be transported to their native land, and cases where money was needed to pay the fee for admission into a permanent Home, or a Home for Incurables. This money was raised by newspaper appeal, after every effort had been made to secure the amount needed from relatives, employers, and churches. The appeals were issued by a Central Committee to whom the case record of the family was forwarded for perusal and consideration. The effort to secure the desired amount through natural sources was made by the District having the family under care.

The activities of the Society increased to such an extent, that it was found unsatisfactory to continue this arrangement, and it was decided to establish a department for raising the funds for relief, as well as administrative purposes. This department was to be in charge of a financial secretary, and all appeals were to be issued from that source. This department has been in operation for more than a year and has been considered very successful.

The plan in sending out our appeal letters has been a rather varied one. Our list of regular subscribers was gone over carefully, and those who placed no restrictions upon the number of appeals sent to them, were placed in our card file as persons to whom we could send special letters for relief work. A list was also made of the people connected with the various churches who were interested in social work, in order that appeals might be sent to them for cases belonging to the particular denomination which they represented. A list was also made from our Elite Directory of persons whose names did not appear either as contributors to our general or our relief funds. Another list was made up of those who wished to have all donations used in relief work. These, of course, were taken from the list of persons who sent special contributions at the various holiday times, during any particular emergency, such as a serious fire or severe cold weather, and included also those who had contributed in response to newspaper appeals.

We have not noted that any disadvantages arose from this method of raising money, and our experience has not led us to feel that the sense of responsibility, on the part of the District Committees, has been lessened. The fact that it has always been considered a very definite part of the duties of the Committee to deal with the relief problem in the families under their care, as with all other work in connection with the treatment of cases, has safeguarded the plan of raising money by a Central body. It has also lessened the danger of special funds being raised by a Committee for cases under care, which might prove detrimental to the Society itself."

**A COMMITTEE OF ADVICE.**

"In reply to your inquiry about our method of securing relief for special cases I would say that the Baltimore Society, as a matter of course, treats each case individually. When the Agent has exhausted all natural sources, such as relatives, churches, former employers, etc., she then appeals to people she thinks would be especially interested in the kind of case. For instance, if it is a family in which there is tuberculosis, she would appeal to persons specially interested in the prevention and relief of tuberculosis, being careful not to appeal to the same people who are being appealed to by other Agents. To prevent this duplication we keep a complete B. I. list at the Central Office, so that the Agents can consult this list before sending out an appeal.

Theoretically we are supposed to have a Central Appeals Committee, but this winter it has done very little work. Our Appeals Committee was formed after our federation with the A. I. C. P., primarily to protect the A. I. C. P. fund. No families could receive continuous relief from the A. I. C. P. fund without first being passed on by the Central Committee. The ideal we have for this Committee is that it should be educational to the workers on it, as well as an advisory board for the Agents. It is composed of a member from each District and they consider carefully the families that are referred to them after they have been reviewed by the District Secretary. If they feel that the case is a proper one for continuous relief and that the Agent has done all she can with the natural resources, they help her to find B. I.'s in two ways, one by suggesting names of individuals to be called on, and another by using our White List, *i. e.*, the people who have never contributed in any form. If this latter method is used there is a circular letter written which is signed by the individual Agent, so that if the people respond they will get in touch with the Agent dealing with the family.

We do not feel that this Committee lessens the sense of responsibility on the part of the Districts, as the Districts feel a pride in raising their own B. I. money without allowing their cases to come before the Appeals Committee.

We have not found that our federation with the A. I. C. P. has lessened the amount of B. I. money raised in the Districts. It is quite natural that in a heavy winter, like last winter and this, the Agents should not be able to give as much time to raising money as they could in normal times, but, in spite of this fact, our collections of B. I. money have increased."

**IN THE CONSTRUCTIVE PERIOD.**

"The Chicago Bureau has no central committee of appeals. We have what we call a General District Committee, which passes on pension cases, but up to date we have provided the money for these pensions out of our general fund. The plan we have adopted contemplates using

this General District Committee as a committee on appeals where pensions are to be raised and when the district fails to secure the money. As yet we have not been able to work out a scheme for centralizing appeals for special cases other than the use of the newspapers for such purposes. Just before Christmas we raised about $1,000 by newspaper appeals for special cases—not giving names and addresses of course. Each district is pretty closely held to account for the securing of its money for special relief; the General District Committee acting only when it is convinced that the district has exhausted every effort.

You may be interested in the pension plan which the General District Committee worked out a year ago. I happened to be serving on the General District Committee at that time and was one of the sub-committee appointed to prepare a pension plan. The scheme seems to have worked fairly satisfactorily although it needs to be supplemented, as I said before, with special effort on the part of the General District Committee, to raise the money which it votes. However, with the safeguards we have thrown around it we do not feel it at all demoralizing to the districts to provide this money out of the general fund."

[It is impossible to print in full in this issue the plan just referred to. The statement explains the classes suggested for pensions; widows with children, temporary or permanent incapacity of wage earners, aged couples. Then follows a description of the procedure. After that an illustration of the line of inquiry which will be pursued by the General District Committee, and the data which must be obtained for the plan itself. Doubtless the Chicago Bureau will be glad to furnish copies of this to those desiring it.—Ed.]



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105 East 22d Street, New York



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# Field Department Bulletin

**Vol. II** **APRIL, 1909** **No. 7**


## PHYSICIANS AS SOURCES OF INFORMATION AND ADVICE

By Dr. J. Mason Knox, Jr., of Baltimore.

[This article refers to Part V, omitted Section N, of the plan of *"Technique of Investigation" Bulletin of January, 1909.*]

The chief aim of organized charity is to promote virtuous, self-respecting manhood and womanhood, and to relieve distress.

The need of intelligent effort to help those who are down was never more pressing than in this driving commercial age in which we live. Every man has not an equal chance with his fellow man to earn his living and maintain his independence. Temptations and discouragements abound on every side, and to them many succumb. As a result, a considerable proportion of our population, particularly in crowded districts, become dependent or criminal. The worst way to help these unfortunate classes is to delay until some unusually distressing instance of need is brought to our attention and then to toss them our dole, the veriest placebo. This often intensifies the misery. The only adequate method of being of real service to the less fortunate in life's race is the most difficult, namely, to ascertain carefully in each instance what his or her handicaps are and how they can be best removed. This takes time, unusual intelligence, and much enthusiasm, but the results bring large rewards. Social problems are not different in nature from other problems; the cause of the disorder, be it incapacity, indifference, misfortune, illness or sin, must be found and the means suitable to relieve that particular case employed.

Accurate, successful treatment must rest upon accurate diagnosis. Among the more important causes of social distress are those which have to do with impaired health of the individual, or the unhygienic surroundings of the family. One has only to recall how the bright prospects of many of his own acquaintances have been unfulfilled because of ill-health, or to consider how difficult it is to take other than a gloomy view of life when racked with pain or weakened by illness, to understand how many men and women in less fortunate circumstances have lost their grip and given up the struggle because of impaired physical condition, often the result of unhealthy environment.

It follows, therefore, that whenever the Charity Organization Society would do the best work for its beneficiaries, its responsible agents must in many instances inform themselves of the state of health of the applicant for assistance. Information of this kind to be of value must be accurate and therefore should be obtained from a reputable physician. No one in the community can impart this information so intelligently as the conscientious family physician. He may have known the family for years, for more than a generation, and is familiar with their weaknesses, their inherited tendencies, their aspirations and discouragements, and is often their most

trusted advisor. The relation of the agent to the doctor should be one of mutual confidence. The physician is bound to guard the history of his patient, whether rich or poor, from public gaze, and should only reveal as much of his professional knowledge as is absolutely necessary to secure the physical and social betterment of his confidant. The Society's representative receiving this information should regard it as a sacred trust imparted for a specific purpose. On this account when the medical testimony involves the history of the individual or his family, or the disclosure of a condition which would bring reproach upon the patient, it should be received by an experienced agent in person and not intrusted to a less skilled volunteer worker. The utmost tact is of course necessary in dealing with these intimate matters. The agent must use the physician already employed in the case, and is rarely, if ever justified in attempting to secure advice from other quarters without his suggestion or consent. When this is attempted the mutual esteem which must be established between all the reputable doctors in the district and the Society is seriously impaired. It goes without saying that a full report of the social progress of the applicant or family must be made by the agent to the physician. In this way his further support is elicited. He should become a volunteer visitor.

In what has been said reference is intended to those more serious physical defects or tendencies which have to do with the welfare of the individual and which are known best to the family physician. In this category belong ailments such as tuberculosis often in its incipient form, malignant tumors, affections of heart or kidneys, infectious diseases, venereal diseases, pregnancy, mental impairment, alcohol and drug habits, and a large list of similar affections, some knowledge of which is essential if the social worker is intelligently to provide occupation and surroundings best suited to improve health and restore the injured manhood and womanhood. There are many other ailments of a less far-reaching nature, knowledge of which need not be so zealously guarded. Among physical defects of the latter kind might be included defective vision or hearing, adenoid growths in children, orthopaedic affections, and many diseases of the skin. Most of these conditions are treated at dispensaries or in office practice by specialists who have not formed so close an association with the patient as is the case of the family physician. The agent must discriminate in each case whether it is necessary for her personally to secure this information or whether it cannot safely be intrusted to a less experienced worker and the agent's time thus be saved. In this way the Society should obtain from the physician such information and advice as to the physical condition of the applicant as will enable it to aid intelligently in his upbuilding.

From the standpoint of the physician the urgent need of the cooperation with the social worker must be evident. Every thoughtful doctor knows full well how much of the medicine dispensed might as well be thrown away and that a large proportion of the professional advice so impressively delivered might as effectively be directed to the moon! Of what use is tonic to a man without food? Of counsel to live out of doors to a woman who can secure no work outside of a sweat shop? Or advice to give the baby only pure milk when its parents at once receive the milk in dirty vessels and keep it without refrigeration? It is for help in the treatment of many cases such as these daily met with by the conscientious physician that he must welcome the trusted agents of a Society which seeks by every available means to place the individual or family with whom it comes in contact in such surroundings as will encourage the best possible physical and moral well-being.

It is the conviction that purely medical treatment does not adequately relieve the condition of the patients at the large out-door clinics that has led in Boston, New York, Baltimore and other cities to the introduction, as a special department of the dispensary, of trained social workers who cooperate with the physician in those cases whose condition is partly due to defective social environment. Just this kind of cooperation should be established between every doctor who has to do with patients belonging to the dependent classes, and what physician does not have many such cases, and the agent of the Charity Organization in his district. If this cooperation between the doctor and the social worker could be thoroughly secured, how far-reaching it would be! The trained agents would first turn to the physicians of their district for accurate information and advice in all matters pertaining to the health of the applicant for aid and the hygienic condition of his home and workshop. The doctor would early seek the Society's assistance in securing for his indigent patients suitable employment and sanitary dwellings. The Society would never act upon insufficient amateur medical advice, the doctor would become a welcomed friendly visitor.



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# HELPS FROM THE FIELD OF HISTORICAL RESEARCH

By Dr. J. M. Vincent of Johns Hopkins University.

[This article refers to Part III. Section D of the plan of *"Technique of Investigation"* *Bulletin of January, 1909.*]

The aid which may be rendered to the charity worker by historical science will perhaps take the form of suggestion and analogy more than that of rules and directions. The historian is obliged to reconstruct the past in large part out of documents and records, consequently he is much concerned with the methods by which written evidence must be treated, while on the other hand the practical philanthropist must depend very largely on oral report and immediate observation.

But the science of history is after all simply the application of logic and common sense to certain classes of materials, and the way in which this is done ought to offer useful comparisons.

The fundamental principle in historical investigation is to work from evidence as near as possible to the events described. In a court of law the testimony of an eye-witness is superior to any other, and the nearest approach to this must be sought in the materials of history. A contemporary who writes of what he saw or experienced is known as a "primary source" and all others who afterward hand on this account are "secondary" authorities. It is not always possible to find the first hand reports, and it becomes necessary to fall back upon writers of a later date. Under those circumstances it is the business of the historian to find out how this later writer acquired the knowledge which he offers as truth. It is possible that he has seen or heard accounts which are no longer accessible, or he may be simply passing on the words of hearsay. In every case it is the first duty to establish the qualifications of the historical witness, or, if it is an anonymous record, to determine from the writing or the external appearances, together with any internal evidence, whether the document is genuine, and how nearly it approaches a primary source.

The process of getting at the facts is not merely the assembling of a series of statements on the one side and the other, but is a reasoning process through which we try to find, in the first place, how the writers came to report as they did. This

is not primarily to vindicate the character of any writer, nor to prove him a falsifier. It is simply to find where and how he came by the impression of what he relates. Incidentally one must take note of the surface upon which this impression is made; whether the writer is naturally imaginative and impressionable or whether his education and occupation have made him cautious, world-wise, or indifferent. Consequently the inquiry must determine not only the date of an author, but also his personal qualifications. We must learn all about his education, his intellectual interests, his social environment, his rank in the social scale, his official connections, his business interests. There is a great difference in value, for instance, between an educated statesman, situated at the centre of political events, and an obscure monk who writes about the same period from the seclusion of his cloister; or between the business man and the sea captain in their estimates of a war. In all of these cases party affiliations and religious preferences may affect their judgments of men and policies. In short, the statements of every writer must be examined in all their aspects in order to see what influences were at work in forming his opinions, or in giving color to his rendition of facts. We must ask:

Was he in position to know the truth?

Were there any reasons why he might not tell the truth? a. Unconsciously, because of class instincts, or prejudices. b. Consciously, to further personal interests or to vindicate a friend, a theory, or a party.

The materials of the charity worker are gathered for the most part from simple people in a comparatively narrow range of social conditions, but a similar list of questions must be kept in mind when sifting information. The records are, in fact, a series of miniature biographies, the materials for which are gathered while the subject is still living. In part these are autobiographical and have both the strength and weaknesses of personal memoirs. No one thinks of accepting the unsupported statements of a charity applicant, but it often happens that the outside evidence is not sufficiently weighed, or many important considerations are left out of sight. As in the preparation of a biography, one of the first maxims is to inquire into the family history, to find evidences of early environment and building of character. But the temptation of the beginner in historical studies is to be content with second-hand information. A large part of the drill prescribed for the candidates for advanced degrees in history consists in the analysis of materials, so that the worker may at once recognize primary information or trace the channels through which the accounts have come down to the present. To show that one chronicle is taken from another, or from several is not for the purpose of calling them all in as witnesses to the truth, but to get back as near as possible to the first impression. The constructive process of history writing is the attempt to reason out a picture of an event or condition from the best obtainable impressions made on other men's minds.

If one were writing the social history of a given period there would be many things to consider in the environment of that particular group of people. The nature of the soil, the climate, the prevailing occupations, the routes of commerce, the means of communication, and various other factors would be called in to explain why men acted as they were reported to have done. The history of a family does not require an extensive use of these broad principles, but the immediate environment is very important. To gain a deeper appreciation of the closer view one ought to study liberally the great factors in economic history. The questions in the larger field suggest useful lines of inquiry in the more domestic problems of social regeneration.

Materials for the future social history of the community are to be found in the records of its charitable organizations. If this were more fully appreciated there would possibly be greater care in their compilation. Fragmentary and unfinished information does not form a good basis for any kind of history. But even if the case records are to be kept only for the practical purposes of relief, it is well to bear in mind that they form material for biographies which may be used by investigators who have no previous knowledge of the persons. If the record is simply a collection of phrases with which to jog the memory of the agent it will be very unsatisfactory to the stranger and may prove to be a trap for the author. It would not be a bad plan for the recorder to place herself in the position of the future historian and biographer and put down all the items she would like to know if she had never heard of the case, remembering the responsibilities of one who must get the truth at any cost.



## COMMENT

So simply has Dr. Vincent explained the fundamental principle of historical research that its truth seems axiomatic. Yet it is not so and the suggestive value of this paper to charity organization workers, paid and volunteer, is very great indeed. For if we have one weakness, it is in our lack of *sifting* of evidence. We have failed to realize that it is just as important for us to know the truth as the historical student. Indeed what conclusions are drawn from amazingly twisted evidence of alleged truth. You cannot get away from that simple word, the truth. Better to find the truth in one case than the false in five cases.

Both as to family welfare and social welfare, we have yet failed to realize the full importance of the picket line, organized charity, learning the truth, or as near the truth as human weakness will allow. We must add, add, we must weigh, weigh, we must come nearer the real and then act upon it.

A responsibility particularly rests upon advisory and district and case committees in seeing that the paid workers have secured the right and sufficient evidence in the cases presented to them. They have the right to insist that without thorough investigations they are simply aiding and abetting further misunderstandings, further inefficient handling of cases; this applying always to other than emergency periods.

F. H. M.

## FIELD COURSE FOR NEW WORKERS IN CHARITY ORGANIZATION SOCIETIES

The below given course was worked out by the Chicago Bureau of Charities and the Chicago School of Civics and Philanthropy in connection with the field work of the school. It is offered for criticism.

The responsibility which a new worker should carry at the end of a six months' experience in the work of a district office should be to put a new case through from the initial interview to treatment. The six months' work may be divided into the following stages:

FIRST MONTH.

I.—Office Work.

1.—Make out G. O. registrations, both cards and corrections.

2.—Identify applications on file under every possible spelling.

3.—Keep current and permanent files in order.

4.—Make unimportant notations on case cards, such as relief copied from weekly vouchers, relief in kind, letters received and written, etc., and registrations on the treatment card.
5. Assist with monthly report to learn details.
6.—Give telephone calls for Co. Agt., Co. Dr., V. N., and such simple messages increasing in importance as ability increases.
7.—Meet every one at the door and inquire his business.

II.—Outside Work.

1.—Simple errands such as delivering messages, conducting patients to dispensaries, hospitals, doctors or institutions.
2.—Consult School, County, Benev. Society records, or any records, public and private, that may throw light on case.

SECOND MONTH—UTILIZATION OF RESOURCES.

I.—Kinds of Resources.
1.—Family and connections.
2.—Churches, schools, employers, etc.
3.—Material, indoor and outdoor.
4.—Medical.
5.—Correctional.
6.—Legal.
7.—Neighborhood social forces.

II.—Methods.
1.—Attend Advisory committee meetings.
2.—Visit old cases that need some form of resources agreed upon by the Ad. Committee.
3.—Secure co-operation of the family itself to plan made by
4.—Consultation with resources requiring co-operation of a friendly character.
5.—Visit cases near first investigations to inquire into needs and to administer resources.
6.—When possible, let students suggest resources.
7.—Simple letters to resources.
8.—Students should keep note-books in order to crystallize and systematize the various resources.

THIRD MONTH.

1.—Re-investigation of cases that had been closed and opened on the basis of a new application.
2.—Inquiries into surroundings of new cases; not family itself.
3.—Analysis of old cases on diagnosis and treatment sheet.

FOURTH MONTH.

Assistant investigator of new cases, interviewing previous landlady, present landlady, schools, churches, relatives, employers, etc.

FIFTH MONTH.

Same as fourth month.

SIXTH MONTH.

New case from initial interview to treatment.



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### 105 East 22d Street, New York



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# Field Department Bulletin

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## WHEN VISITS TO PREVIOUS RESIDENCES MAY POSSIBLY BE DISPENSED WITH


By Miss Caroline De Ford Penniman.
Federated Charities, Baltimore, Md.


[This article refers to Part V, Section G, of the plan of *"Technique of Investigation," Bulletin of January, 1909.*]

A new worker for organized charity, starting to make an investigation, more frequently than not, is apt to select unwisely for interviews from the various sources of information concerning the family in question. For instance, she may expect to get from an employer more than he knows, when for the most part he can only give a work record and characteristics noted during work hours. Information which is merely a hazardous guess serves only to prejudice the mind of the investigator, and throw her off the right track.

In like manner visiting previous residences can serve only definite purposes, and there are times when other and more accessible sources will do as well and save time and labor. Agents for organized charity must expect to be entirely swamped by work, unless they learn how to save time and make one visit take the place of two or three or more. This ability to choose, this technique of investigation, as it were, will come with time and experience. It may come more readily through learning from the experience of others, and certainly we owe it to ourselves and to the people we wish to help, not to expend our energies fruitlessly.

It is to be supposed that by visiting a previous residence we mean visiting the immediate neighborhood. The house last occupied by the family, unless it be a lodging house, will usually prove a most unsatisfactory reference, the new residents seldom being acquainted with those who have moved away. The investigator will be told to "Go to Mrs. S— at the corner store. Maybe she can tell you about them," or "Mr. J— is our landlord, he lives just down the street, see him." Granted then that the entire neighborhood comes under the title of "previous residences," let the investigator keep in mind what it is she would learn, just what definite purpose she must have in visiting.

The following four points seem to cover all that she could expect to discover:

1. The moral standing of the family.
2. Its credit financially and the degree of honest intention which it is felt to possess.
3. Whether present conditions existed in the old neighborhood, and if so,
4. The supposed or known reason for such conditions.

If any or all of these points can be settled in a satisfactory manner by visits to relatives, ministers and so on, why spend more time on the investigation unless one doubts the truth of the statements made by these primary sources and wants further corroboration?

First of all it must be remembered

that in paying these visits one comes in contact with an unreliable source of information—neighborhood gossip, and that it is as unsafe to trust to the absolute truth of the latter as it is unfair to bring it to life unnecessarily. Surely we who live, perhaps, more prosperously know what it means to be surrounded with gossiping neighbors, who are unkind in their estimates of us, because the habit of years has made them so. The writer knows one woman who sits at her front window with opera glasses, and can tell any of her neighbors more about their affairs than they themselves know. Few families ever go from a community without leaving friends and enemies behind, and when we make compulsory rules for visiting previous residences, we overlook a most important phase of the situation. This is that in so doing we may give an impetus to unhealthy, undesirable publicity about the very people who trust us with the guardianship of their self-respect.

An interview with the minister, if there has been a church connection, and the last landlord, may help with points 1 and 2, also neighboring stores where credit is known to be given, but for the rest, possibly biased opinions of nearby residents must be elicited. In how far this can be trusted will be brought out only by future experience with the family. It cannot be denied that forewarned is forearmed, and a suggestion of certain conditions having been made, recognition of them will be more easy when they appear.

The writer would by no means convey the impression that visits to former residences are unnecessary. There are times when such visits only can clear up a clouded investigation and make plain what has seemed mysterious and puzzling.

Of several families now in the mind of the writer, whose old neighborhoods were visited, the following reasons for such visits are given:

*a.* A tailor with a large family, little employment and two sons out of work, received considerable assistance. Hints were given of a tendency to "beat" creditors and take advantage of kindnesses. A visit to the former neighborhood told what calls upon relatives failed to disclose—the family credit was bad and the boys were known to be loafers. The family was then thrown upon its own resources.

*b.* An epileptic woman, two years in America and unable to speak English, confessed to having been ill-treated by her employer, who had also cheated her out of her earnings. An effort to prosecute him for criminal assault upon a feeble-minded woman, made it necessary to visit previous residences to get evidence for the suit—the man having recently moved. These visits unfortunately were without results.

*c.* A business firm in whose employ a man had been accidentally killed, asked that his widow be visited. She had been given assistance frequently after her husband's death, and the firm, being in no way responsible for the accident, had begun to feel that the woman was imposing on their generosity. They asked advice in regard to future dealings with her, and an investigation of her claims was made. Only distant relatives could be located, and they were very reticent. Indefinite hints of past immorality came from the woman's old home in the country, and only when a visit was paid to the druggist, next door to whom the family had lived for years in a former neighborhood, was any helpful knowledge gained.

*d.* A young Irish woman, known to be untruthful, accused her husband of non-support, and backed up by her entire family, declared she had been forced to move ten or fifteen times in one year because he would not pay the rent. This the man denied, and visits to several of the addresses proved him in the right.

The writer has endeavored to show by the process of positive elimination, when the negative course may be pursued. Conclusions drawn from personal experience would indicate that visiting previous residences may be elective rather than compulsory, and usually for the purpose of confirming a suspicion, or a suggestion from another source.



## COMMENT

Miss Penniman's article is certainly a most interesting exposition of the ideas of a successful district agent on this much discussed question. One or two points have perhaps not been sufficiently brought out, and of course the whole question is open to a different answer.

In the first place, we presume that Miss Penniman would not wish to be understood as disputing the point which was driven home at the Richmond Conference, that so far as new workers are concerned they must not overlook the previous residences at least in those cases which they carry out from A to Z, to learn the technique itself.

Wherever grave moral issues are involved, as Miss Penniman indicates, the previous residence visits may be vitally important. Perhaps Miss Penniman might have elaborated this a little more. When absolute deception is strongly suspected, as is the case with chronic beggars for instance, the evidence of old neighbors, freed from the fear of noisy remonstrance from the family itself, may prove most valuable. So, too, in cases of possible personal immorality or of the mistreatment of children, etc. This is mere elaboration of Miss Penniman's statement.

Miss Penniman, however, does not appear to have considered the matter from another point of view, that is, the possibly relative degrees of importance of such visits according to varying times and places. If a family has moved into a neighborhood but a month before, say from another city, it will usually be worth while to ask the society with which you are in correspondence in that city to visit the previous residence. The thread of the family's life has woven so short a span since the transplanting that one naturally goes back to the previous residence to get the local color, as the historians would say. The same need exists when a family has moved from one part of a city to another within a comparatively recent period. The comparative periods of residence should always be considered in connection with the decisions as to any of these visits.

Another point. It is true, oddly enough, that visits to previous residences sometimes give the one clue which leads on to the right solution, without any previous suspicion on the part of the worker that that is where the clue would be found or that the clue would be that which it is discovered to be. Following something similar to the old saw: "When in doubt lead trumps," the visit is made in sheer desperation by some much troubled investigator, and lo, there is the discovery. It is quite axiomatic, therefore, that if the line of progress is not marked out, if the complete and satisfactory conclusion is not revealed, there should not, under ordinary circumstances, be the slightest hesitation in making these visits.

It need hardly be said that there must be the most rigid analysis of the evidence of old neighbors when they are consulted. It is quite necessary to remember that while others whom we consult may mislead, their mistakes are based upon actual experiences or impressions while here we enter the domain of sheer gossip. Nevertheless under ordinary circumstances it is generally possible to make a practical summarization of all the evidence, one way or the other, which is not too exaggerated; having in mind, of course, the necessity of corroboration from more than one of several previous addresses, whenever the tinge of personal prejudice or liking seems too prominent.

So in conclusion it may be said that the risk is run of the unexpected being discovered too late, when a visitor assumes that, in any group of cases, previous residences should not be visited. We would have the matter considered from that point of view, not as optional, but as involving a risk which may have to be run. Ordinarily visits of this sort bring out into relief the striking characteristics, but do not give the true perspective to either the every-day virtues or vices. A heavy but not noisy drinker may have passed unnoticed for years.

But a noisy drinker, whose influence may not be as demoralizing as that of the other, will receive far more condemnation. So an unusually good wife and mother, somewhat reserved and unobtrusive, may not have recognition from her former neighbors. Is it not fair to say that one ordinarily cannot expect to receive a just picture of the whole family life from the angle of the old neighborhood connections, but that they may bring certain concrete elements into relief?

[F. H. M.]

## The Buffalo Exhibit

The exhibit of the Field Department at the National Conference of Charities and Correction in Buffalo, will be in charge of Mr. Otto W. Davis, General Secretary of the Columbus (Ohio) Associated Charities.

Profiting from the experience of last year, there will be an attempt towards greater concentration so far as the forms for office systems are concerned. The entire systems of two or three offices will be shown, each office by itself. The criticisms of last year indicated that by obtaining forms from a large number of societies and classifying the material by nature of forms, a scientific exhibit was built up, which would do well for a permanent exhibit if ever the Department has the space to house it. On the other hand, it was somewhat too elaborate and complicated for a Conference where workers could only give a little time now and then. So the simpler plan was proposed this year and out of it may grow a larger one.

So far as educational and financial literature is concerned this rule will not apply and it is desirable to have as complete an exhibit as possible.

One more thing. Though the Field Secretary has no official authority to say this, he presumes that the Departmental Committee, at its May meeting, will cordially approve of making the Exhibit Room, a Reciprocity Room, following the happy practice of last year, where informal conferences of charity organization workers may be held.

## Training in District Work for Deaconesses

Below is given a most interesting and valuable experience which Miss Bergen has had with deaconesses in training in Chicago. Nothing could be more helpful than to have this or similar plans carried out with other deaconesses schools, located near efficient societies.

Miss Bergen writes:

While doing district work I had a number of students from the Chicago Training School for Missions in my office one afternoon per week for a part of each year. The work was most unsatisfactory to themselves and to me and I never could understand wry. This year Miss Litzell, the director of the field work for the school, asked if some sort of scheme could not be made to give the students better opportunities. I presented the following plan and it has been most successful.

ur district superintendents are delighted with the work of the students, and the students equally delighted with what they are able to accomplish. Formerly, I had thought to give the students a view of the work of the Bureau as a whole, but in this scheme I limited that view to district work. Following is the little outline which went to each district office where the students were to work, and to Miss Litzell.

UTILIZATION OF RESOURCES.

1—Kinds of Resources:

*a.* Family and Connections.
*b.* Churches, Schools, Employers, Etc.
*c.* Neighborhood social forces.
*d.* Material; indoor and outdoor.
*e.* Medical.
*f.* Correctional.
*g.* Legal.
*h.* Others.

2—Methods:

*a.* Attend Advisory Committee meetings.
(Students have permission to leave other school duties to attend one committee meeting a month.)
*b.* Visit old cases that need some form of resource already agreed upon.
*c.* Visit cases near first investigation to inquire into needs and to administer resources.
*d.* When possible let students suggest resources.

Students will be asked to keep a list of resources which they use from day to day. At the close of their work in the school, they will be asked to answer:

1—Will it be your purpose in the field to do all the work in your families which is to tend toward their betterment, or

2—Will it be to your purpose to bring in the resources of the community?

Have students keep notebooks; name of case and resource or resources used during time of work, whether students touch each resource or not. This will enable them to keep a tab on their work and also help Superintendent to vary work without keeping a memorandum.

When letters are to be written to resources, let students write them, leaving them for Superintendent to sign (if they are not satisfactory, they need not be sent). This will impress the resource and how to reach it. They can also record on cases the fact that such a letter was written.



A few days ago I examined the note books and I am giving you an illustration of what I found:

Case 1—Name and address, resources: Bureau Doctor, and clothing by an individual.

Case 2—Name and address, work secured for the daughter.

Case 3—Name and address, resources: Bureau gave one dollar in groceries.

Case 4—Name and address, resources: St. Vincent de Paul's Society.

Case 5—Name and address, resources: Public School, St. Paul's Boys' Club.

Much originality was used in keeping these note books. Some of the students write in another part of the book a pretty complete history of the families visited. I have suggested an elaboration of the note books, and the students and Miss Litzell have agreed to adopt it.

*a.* Resources that have been used for the past three months.

*b.* Resources that are possible or were attempted, or offered by the students. (Many resources are refused).

*c.* Resources that were actually used by the students during the call, or by telephone, or by letter.

I always hesitate to display a scheme that has been used so short a time. I am doing it in order that it may be improved by others who would like to experiment along the same line. We hope another year to make it much better. Even if it is not complete, the success of this year has been most satisfactory. I am sure the deaconesses will go on the field with a better idea of organized charity in Chicago, than any of the former students.

I should be very glad for criticism so that we may make the work better another time. I am working over the "kinds of resources" and hope to make it more illuminating than it is at present.

VOL. II, No. 9 JUNE, 1909

# Field Department Bulletin

## CHARITIES PUBLICATION COMMITTEE

105 East 22d Street, New York



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## CONFIDENTIAL

# Field Department Bulletin

Vol. II JUNE, 1909 No. 9


## THE PROBLEM OF PROVIDING TRANSPORTATION FOR HOMELESS MEN

By Mrs. E. D. Solenberger, Lansdowne, Penn.

[This article and the one following are included in the present series because of their bearing on the need for investigation in cases of homeless men and other applicants for transportation. We also hope they will make clear to any organization which has not signed the transportation agreement, that it should join this movement to prevent unwise granting of charitable transportation. Any society which is willing to sign the agreement, may secure a copy of the rules and the telegraphic code from this Department.]

Of the many requests of many sorts which were made by homeless men who applied to the Bureau of Charities for aid, no single one was more frequently repeated than that for free or half-rate transportation to some other point. Tuberculous men asked to be sent to the health resorts of the West, or to be returned from them to relatives or friends in the East. Old soldiers asked transportation to soldiers' homes in other states where they thought they would be more contented. Young boys asked to be sent home or to mythical uncles in the far West, who would start them up in business. "Out-of-works" asked rates to Minneapolis, St. Louis or Pittsburgh, sure that plenty of work could be found in other cities when it was scarce in Chicago. Insane men asked tickets to Washington in order that they might make important complaints to the President; while innumerable tramp-paupers, who had for years been aimlessly drifting about the country at the expense of the public, begged for "a charity ticket to anywhere," being desirous only to keep moving and quite indifferent as to whether they went north or south, east or west.

The fact that thousands and tens of thousands of boys, unemployed workmen, tramps and vagrants are stealing rides on the railroads and traveling about the country without personal expense is one with which all are familiar, but that a second army of wanderers, almost, if not quite as large, is traveling from Maine to California, and back again, with its transportation paid out of charity funds, is a fact which is probably not so well known.

The most striking differences which exist between the two armies of wanderers, are, first, that the "paid for" group includes hundreds, if not thousands, of women and children, while among those who beat their way women are so rare as to be almost unknown; and second, that although among the men who are traveling on the charity tickets there are some who are capable of self-support, the great majority are old, crippled, defective or for some other reason chronically dependent, while in the other group the majority of men are young and able bodied, and when dependent at all are as often so from choice as from necessity.

A most interesting chapter might be written about the tramp-women and the tramp-families on the road, who are as familiar to charity workers as the men tramps, and whose restoration to normal lives presents even more serious and difficult problems. But in this study the evils of the "passing on" system can be considered only as they relate to homeless men, although attention need scarcely be called to the fact that since the welfare of large numbers of children is involved in the cases of women and of families, all that may be said of the unfortunate results of the practice among men, applies with even greater force to its other victims.

A generally recognized principle of relief, which has been incorporated in the laws of most states, is that each community must bear the burden of the care of its own dependents. Laws regulating the voluntary passage, or the transfer by others, of dependents from one county to another, within a State, exist in the majority of states in the Union, and laws providing for the return of persons who are found to be insane or dependent after they have drifted or been sent across state lines, but before they have become legal residents of the new states, are upon the statute books of Massachusetts, New York, Wisconsin, Minnesota, Colorado, California and a few other States. The need for such laws has not yet, however, been generally recognized, and as a result certain states which are on the main lines of travel, and which have not yet so protected themselves, have been heavy sufferers from the unregulated migration of dependents from one section of the country to another, and a few large cities have become veritable dumping grounds for the dependents of all the surrounding country. Chicago especially has been afflicted with an enormous burden of expense on account of the non-resident dependents who are thrust upon her for care. Unless there is a state law which empowers it to return dependents at the expense of the railroad or "common carrier" which brought them into the state, a city cannot rid itself of this burden. It may return dependents to their homes or send them on to their destinations elsewhere, if they are willing to go, but if unwilling, it cannot compel them to leave. Dependent persons are not permitted to starve on the streets in America, and they must be cared for either by public or private charity wherever they may elect to remain.

A large family of paupers came from Pennsylvania to Chicago in 1902. The man of the family was blind, the woman crippled, and there were seven children, the oldest of whom was feeble-minded. The next child was only ten, so that it would be four years before he would be permitted by law to work, and in the meantime the entire family would have to be supported by charity. We ascertained that these people had never in their history been self-supporting. They had received public and private aid for fifteen years in the city from which they came, and they had been aided to reach Chicago by the Poor Relief Agent of their own county and of a chain of counties extending across three states through which they had passed on their way to Chicago. In spite of our definite knowledge of these facts, we were unable to return this family to Pennsylvania, for the simple reason that they refused to go. This one family has cost the public and private charities of Chicago, at a conservative estimate, not less than nine or ten thousand dollars since their arrival, and the amount is probably much larger, for they are professional beggars and they have probably secured by begging more than the actual cost of their support.

The Central District of the Bureau of Charities, at the time I was connected with it, covered more than twenty square miles of city territory, some parts of which were very densely populated, but one-half of all the cases dealt with in the district office were those of non-resident dependents. Because part of the central district, as it was then defined, included the central portion of the city, (in which are most of the railroad stations and the hotels), more non-residents came to the Central District office than applied to any of the eleven other offices of the Bureau, but no district entirely escaped the problem of their care and two other districts dealt with almost as many of them as the Cen-

tral. In 1902 it was discovered that three-fourths* of the population of the Cook County Hospital, Alms House, Insane Asylum and Infirmaries, were non-residents. It may readily be seen from these facts how serious a problem, from the economic side alone, is this one of the unrestricted migration of dependents.

There are a great many cases where the granting of charitable transportation to an applicant who requests it not only does no wrong to the community to which he is sent, but is by far the best and most economical method of caring for the man himself. If to save an old man from the necessity of entering the local poor house, the authorities in his native county send him, after an exchange of letters, to a relative in another state who is willing and able to care for him, the old man is helped, local taxpayers are legitimately relieved of expense, and no wrong is done to the community which receives the man. Similarly, if the friends and relatives of a consumptive, whose disease is not far advanced, are willing and able to pay his way to a western city, and to guarantee the expense of his care, so long as he remains there, or until he recovers and is able to support himself, no complaint will come from the western community, nor from the States through which the man has passed on his way thither. Runaway lads; men who have met with crippling accidents away from their homes and wish to be returned to them; men who have definite promises of employment in other cities and are dependent where they are—all these and many others are manifestly greatly assisted by being sent to the places to which they wish to go, and if they are sent clear through to their destinations, after the facts in regard to their means of support upon arrival have been ascertained from reliable sources, no possible wrong will have been done to any one.

*This proportion has since been considerably reduced because the County Commissioners have instituted the plan of returning to their legal residences all non-resident insane and a few non-resident dependents of other sorts when they are willing to go and can furnish their home addresses.

The "if" clause in the last sentence is, however, a very important one, and upon the failure of private citizens and public authorities to abide by its simple provisions, hangs much of the suffering and wrong connected with the system of sending dependents about the country as it is at present generally practiced. Just what the system referred to is, and how and why it causes suffering and degradation, as well as an enormous waste of charitable funds, can perhaps best be illustrated by the stories of a few of the men whose cases are under consideration in this study. The ones chosen have been selected almost at random from among more than 100 of the same sort and they are by no means extreme or unusual.

A man of 86 came to the office one day asking transportation to Pittsburgh. He said that he had no relatives or friends in Pittsburgh but thought he would be better off there than in Chicago. Upon investigation we found that this man had once been a self-respecting laborer, who had raised a family and owned a home of his own. The home had long since been lost and the children scattered, and when age began to interfere with his ready employment, he had begun the practice of going from one city to another in the hope of bettering his condition. He could not recall and we could not find out how many years he had been on the road but his complete pauperization and the strength of the hold which the habit of wandering had upon him, even at eighty-six, showed that he must have been traveling for a long period of years. He said that he had never stolen a ride in his life, but had traveled with his way paid by charity, all over America and part of Mexico. He had letters on his person showing that he had been in New Orleans the previous winter; from there he had traveled county by county, or from one large city to another, to Cincinnati. The Mayor of Cincinnati had furnished him a ticket to Chicago and he asked us to send him to Pittsburgh. Hundreds, possibly thousands of charitably-intentioned individuals, of private charitable



agencies and of public officials, must have furnished the money to pay the fares of this restless old mendicant, solely upon his own claim that he would be better off elsewhere. We refused to send him to Pittsburgh and finally succeeded in locating two of his grown and married children in Iowa, but the old man enjoyed traveling and did not wish to be sent to them. He said that if we did not care to pay his way to Pittsburgh he "reckoned" he could get there somehow.

Our refusal to grant transportation in cases where there was no good reason for sending men elsewhere, never seemed to trouble professional charity tramps of this type. I do not recall an instance in which our failure to recommend one of them for charity rates delayed an applicant for more than a few days, if he really wished to leave the city. Ministers, church societies, or private individuals, always stood ready to give money for transportation.

One sturdy beggar, almost all of whose readily secured income was spent for whiskey, came from San Francisco to Chicago on charity tickets, and asked us to send him on to Philadelphia. We refused, and offered him well paid work instead, but he declined it and a few weeks later came to the office and boasted that he had begged from ministers in the city enough to pay his full fare to Philadelphia. There was no reason for doubting his story, since two Episcopal ministers of whom he had asked aid had telephoned the office about the man, and one of the two had urged us to send him East because he could not find employment in Chicago and would undoubtedly be better off in Philadelphia.

In another case a man who had also come from California, and who was blind in one eye and paralyzed, asked us to send him to Rochester, New York. He claimed that a wealthy brother of his had died there leaving him a large legacy, but that he had not received it and must go there at once to look after his interests.

We found that this man had been almost a year in making the trip from Los Angeles to Chicago. He was very dirty, indecently ragged, scarcely able to get about, and altogether not in any condition to be sent on, even if it were best for him to go to Rochester. We told him that we would write to the Rochester Associated Charities, asking them to look up the facts in regard to his legacy, and to let us know if it would be necessary for him to go on to that city. We also promised him that if they advised that he should be helped to reach there, we would pay his way all the way to his destination, which would in the end save him much more time than he would gain by going on without waiting for a reply to our letter. We offered, in the meantime, to fit him out with clean and decent clothing, to give him an opportunity for baths and medical care, both of which he needed, and also promised to meet the expenses of his care in Chicago, until we heard from Rochester. He agreed to the plan, but when the reply to our letter came it stated that the man's brother, far from being wealthy, had died in poverty, leaving nothing for the care of his family. The Rochester society advised us not to send the man, as he would at once be dependent upon public or private charity. We told him this and while we refused, under the circumstances, to send him East to certain dependence, we offered instead to send him back to his sister in Los Angeles, with whom we had corresponded, and who we knew was willing and able to care for him. In five days he could have been in Los Angeles, where he could have remained in comparative comfort for the rest of his life, but he refused both our offer and our advice, and said he would secure help elsewhere and push right on to Rochester. He reached there four weeks later and has ever since been an inmate of the local alms house. New York had to accept this man, who was "passed on" to her for care, because he was in such wretched physical condition upon his arrival that he could not have been sent back to California, without danger to life.

It is a common custom for charity ticket travelers to secure letters from

physicians, ministers or others, addressed "To Whom it May Concern," and requesting aid for the applicants. A young epileptic, who was a resident of Chicago, was referred to us one day by a local county official, from whom he had asked transportation. The man wished to go to New York City and pulled out of his pocket two letters from Chicago physicians, which testified that he was "worthy and unfortunate," and commended him to the charitable for aid. The letters were addressed "to whom it may concern," but the man said he intended to show them particularly to county commissioners along the way so that they would pass him along without question. His only reason for wishing to go to New York proved to be that he expected a cousin from Germany upon a boat which would arrive the following week and wanted to be there to meet him. Since we found that this young fellow averaged at least one epileptic seizure a day, even when under no special excitement or strain, it was probably fortunate that we succeeded in persuading him to give up the trip to New York on our promise to write asking someone in that city to look out for the immigrant cousin. One of the physicians who had given him a letter for begging purposes had done so without learning the man's real reason for wishing to go to New York. The other said that he had written it out of charity because the man had asked him to and had shown him his colleague's letter. He knew nothing of the man nor of the frequent seizures which would have made the long, uncertain journey, so dangerous a one to this applicant.

Even when families belong to no particular state cannot some method be devised that will be less cruel and pauperizing to the unfortunate dependents, and that shall involve less waste of public and private charitable resources than does the present one of merely keeping them forever on the move from county to county and from state to state?

What shall constitute legal residence in a county or state? Under what circumstances may a dependent from one community be shipped to another? By what method shall such transfer be made? How can states regulate or control the private as well as the public granting of transportation to paupers or dependents who wish to go to communities upon which they have no claim? It is the almost unanimous opinion of social workers and others who have given time and attention to the problem that these are questions which cannot be satisfactorily answered by state legislation. No two states will pass identical laws, and unless the laws on this subject are uniform in all states, certain ones will still be imposed upon by others, and many of the evils of the present system will still persist. Undoubtedly what is needed is a federal law which will regulate the inter-state migration of paupers and dependents. Penalties should be imposed for sending dependents from one state to another, except where they have a residence or have friends who will be responsible for their care, or where they will have immediate paying employment. This law should declare what shall constitute proof on these points, as well as what constitutes legal residence in a state, and federal officers should be designated to decide the questions arising under the law.*

In the meantime, until the need for such a law has been more generally recognized throughout the country, and until it has been passed and put into effect, individual states may protect themselves by passing laws excluding non-resident dependents, and citizens may do much to lessen the evil by refusing to contribute towards the purchase of railroad tickets for any applicant until they have been assured in writing that the person who asks transportation will be cared for at his destination; and also by refusing to contribute to any charity society which sends unfortunates about the country without investigation or purposes.

* A second and somewhat similar law will be required to prevent the passage from state to state of professional tramps and other men who are at present stealing their way on the railroads.



# INVESTIGATION AT A DISTANCE

Miss Alice L. Higgins, Boston, Mass.

A minister recently told in public his attempt to aid a man by giving him his frock coat and tie, and added sadly that the recipient wore the coat when he ran away with another man's wife. "It takes knowledge," said this minister, "to keep from making a fool of yourself and others when you try to do good."

Perhaps this warning is more needed with those emergency appeals for transportation to a destination where work, relatives, or friends are said to be waiting to solve the applicant's difficulty than any other appeals for charitable assistance. The story sounds so reasonable, and the remedy suggested so wise, that the temptation to act without knowledge is most subtle. In this very crisis the best good, the future good, of the applicant is most at stake. Help without inquiry, and you teach the applicant, if a newcomer to the city, to tune his imagination to expect such uninquiring help in the future. When two young men asked transportation to another city and were told that we must hear from their relatives and references, they fretted at the delay, but did not tell us that the grandmother of one was living comfortably in our own city. The reply to our wire from the organized charities in the city where the boy lived told us of this grandmother. We found she was willing to return the grandson to his father, but naturally she did not care to pay for his unknown companion. The boys had agreed to stick together "through thick and thin"; and the possessor of a grandmother was unwilling to return home and raise money for his friend's fare. But after both had given one day of hard work in payment for the second fare, they said, as they were put on the train, they had learned their lesson and should not run away again.

Such inquiry, moreover, seems reasonable to the unfortunate. A man who was sent to a New Hampshire city, after consultation with his employer, who paid the transportation desired, returned some months later greatly improved in appearance to thank us and to tell of the better work to which he had been helped by this employer.

A business man asked us to send a young fellow to his father in a city two hundred miles distant, and thought us a bit fussy when we talked over a long distance telephone to learn if such return would help the man. We learned the father was a chronic drunkard and a most undesirable guardian, but that an uncle in an adjoining city to our own would be a wise and interested adviser. Consultation with the uncle resulted in a good position and a home for the nephew; and the business man then appreciated that knowledge before action meant wiser action.

A family problem which monopolized much energy from eight different charitable agencies for many weeks was not intelligently acted upon until we asked a society in another city to send a trained worker to a city fifty miles away from which we had been able to get only conflicting and unsatisfactory reports about the ability and reliability of the woman's relatives. This trained worker sent us the accurate and complete information which convinced the representative of the agencies interested that to accept the advice and assistance of these relatives was the only thing to be done. Now, after a year, the results have entirely justified the action. This case illustrates the need of obtaining a complete and detailed report of all relevant facts in one city in order to accept the policy of those dealing with the problem at a distance. Owing to lack of skill in the organized charities of the city to which we first wrote it cost us $4.50 to get the information through the courtesy of the Charity Organization Society in a third city. Without it the cost of caring for the family would have gone into the hundreds; and the results would have been unsatisfactory.

In another difficult case the examina-

tion of marriage records revealed the maiden name of an absent wife and her birthplace, a small town in another state. Our letter to a clergyman there led to his advertising for the wife in the local paper. This advertisement was seen by a cousin of the wife, who promptly notified her; and within a few days the wife came to our office with intelligent advice which gave us an understanding we could have obtained in no other way.

Increased means of transportation bring us problems from afar; and it is only logical to use increased means of communication to bring us the knowledge from afar that alone can solve them. The co-operation between charities that furnishes this distant information with telegraphic speed and refuses to be stampeded into hasty action without knowledge is a recognition of the right of the individual in distress to thoughtful assistance and adequate care pending inquiry, and the right of the community to be protected from that careless giving which sends people without resources adrift in a strange place.



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# Field Department Bulletin

CHARITIES PUBLICATION COMMITTEE

105 East 22d Street, New York



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# THE FIELD DEPARTMENT

EXCHANGE BRANCHES

**Atlanta Associated Charities.**
**Baltimore Federated Charities.**
**Boston Associated Charities.**
**Brooklyn Bureau of Charities.**
**Buffalo Charity Organization Society.**
**Cambridge Associated Charities.**
Chicago United Charities.
**Cincinnati Associated Charities.**
**Cleveland Associated Charities.**
**Columbus (Ohio) Associated Charities.**
**Hartford Charity Organization Society.**
**Minneapolis Associated Charities.**
**Newark Bureau of Associated Charities.**
**New York Charity Organization Society.**
**Philadelphia Society for Organizing Charity.**
**Pittsburgh (Pa.) Associated Charities.**
**Providence Society for Organizing Charity.**
**St. Louis Provident Society.**
**St. Paul Associated Charities.**
**Salem (Mass.) Associated Charities.**
**Springfield Union Relief Association.**
**Washington Associated Charities.**

SUSTAINING MEMBERS.

**Portland (Me.) Associated Charities.**
**Kansas City (Mo.) Associated Charities.**




# Field Department Bulletin

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## THE DEVELOPMENT OF COÖPERATION THROUGH THE CONFIDENTIAL EXCHANGE OF INFORMATION

MISS LAURA G. WOODBERRY, BOSTON.

[This article refers to Part V, Section A, of the *Plan for Technique of Investigation* *BULLETIN*, January, 1909.]

Registration, as organized charity uses the word, means the confidential exchange of information among charitable agencies through a central bureau. The object of this special form of coöperation is to help the needy family by bringing about among charitable agencies a mutual trust and an understanding of one another's aims and methods, in order that the community may reap the benefits which come from the strength and economy of united effort in behalf of the individual needy family.

### How Does Registration Help the Needy Family?

1. It saves unnecessary visits to the home.
2. It saves asking unnecessary questions.
3. It promotes adequate relief.
4. It limits the number of agencies caring for a particular family.
5. It saves duplication of effort through knowledge of plans already tried.

The success of any scheme of Registration depends on (1) rigorous insistence on the confidential character of all information; (2) the promptness both with which inquiries are registered and the exchange of information accomplished; (3) a thoroughly impartial manner of conducting the exchange; the bureau must be neither censor nor critic; (4) uniformity in record form when blanks are used in order to facilitate the mechanical work of recording and filing.

The method of Registration should be the simplest that can be devised. A system which requires of coöperating agencies the minimum of extra clerical labor, or, by use of the telephone, no extra clerical labor at all, seems the method best calculated to secure and maintain widely extended and effective coöperation. Under such a plan the only information needed for registration consists of data sufficient to identify the family, such as the surname, first names of man, wife, and children, with dates of birth, occupation, residence, names and addresses of relatives, and physical defects. In the case of relief agencies, in addition to identifying information, the amount of weekly and monthly relief or pension should be registered.

Many agencies will be found willing to coöperate on this simple plan which would not for a moment consider lending their records or sending abstracts of their records to the bureau; some because they feel that to repeat the *story* of the family would be a breach of confidence; others on account of the time and expense the extra clerical work would require and the inconvenience of

having records leave the office. An incalculable amount of labor is thus saved by not duplicating records, while errors due to copying and the grave danger of injurying the character of a family by the misinterpretation of a *copied* record are terrors which do not have to be reckoned with under the method of recording identifying information alone. The inquiring agency is referred *at once* to the agencies that know the family, where the information can be had at *first hand*. This is fair to the family, and fair to the agency, and maintains the confidential character of charitable work by emphasizing the idea that the history of a needy family is not to be regarded as common property.

To be effective, inquiries should be made as soon as possible after receipt of an application. Here, again, there is a great gain in the promptness with which the exchange takes place when no written report is required of the coöperating agency. A telephone inquiry, made while the applicant is in the office, and answered from the bureau while the inquiring agency holds the wire, marks a distinct advance over the method that, by duplication of records, holds up information under pressure of work. The coöperating agency makes a prompt inquiry, the bureau records it and notifies without delay all agencies interested in the particular family.

In the interests of both efficiency and economy a central bureau, like the progressive business house, must always be on the alert to adapt to its peculiar needs the labor-saving machinery that the market offers. Adequate telephone service, the typewriter, the rubber stamp, the automatic numbering machine, are just as necessary in the office of a charitable agency as in any well conducted business office.

The card index and the folder scheme of filing records appears to be the best method of handling records that the times afford.

I. Identification cards. An alphabetical file.
   a. Unnumbered card. Used when identifying information only is recorded.
   b. Numbered card. Index to numerical record file.
   c. Reference card. Used for recording names of a relative or an alias.

II. Record blanks in folders. Numerical file.

III. Street Directory.

I a. When an inquiry is received, whether by telephone or on a blank furnished by the bureau, the identifying information is recorded and a cipher representing the name of the agency and date of the inquiry are typewritten in the corner of the card. If any agency wishes to take full charge of a family the card is so marked. If more than one agency inquires about the same family, a cipher representing the name of each agency with the date of inquiry, will appear in a column at the corner of the identification card.

Some agencies prefer to use a blank rather than the telephone. In such cases, when blanks are furnished by the bureau, more satisfactory results have been obtained by transferring information to the bureau's card and returning the original to the inquiring agency with a note of whatever information may be on file, than by requiring the agency to make out the card which is to stand permanently in the bureau's *identification* file. Blanks in a variety of hand-writing, not properly filled out, are a hindrance to the work of identification.

II. In cases where agencies lend records to the bureau the information is transferred to the bureau's forms, numbered and filed in a manila folder in the *numerical record file*. A numbered identification card (I b), bearing the number of the record is filed in the alphabetical identification file and serves as an index to the *numerical file*.

In the case of numbered records an inquiry from an agency is of course registered on the *numbered record form and not* on the identification card, which is the method employed when identifying information alone is registered, as described under I a. As soon as an inquiry is received the record is examined to see what agencies are interested in the family and each one is promptly notified that the family has been brought to the attention of a new agency.

The reference card (I c), is a card of the same shape and size as the identification card, but of a different color and is filed in the identification file. This card usually bears simply the name and address of a relative or an alias, but information useful for identification purposes such as names of children, occupation, etc., are sometimes entered.

III. The Street Directory consists of a card catalogue alphabetically arranged by streets, each card representing a separate house or street number, and each bearing the names and record number, when there is a history on file, of all the registered families which have lived at that address. The Street Directory is an invaluable aid to the work of identification, and is particularly useful when the surname is a foreign or common one, as well as in cases where there are different spellings of the same name. This list shows plainly where the needy family lives, and offers the means of marking and studying the sections that need attention.

A Registration Bureau is commonly referred to as "a clearing house," and again it has been described as "the charitable switchboard." The idea of intercommunication which the switchboard suggests, when applied to the confidential exchange of information, serves as a striking illustration of the development of a system which, through the simplicity and promptness of its methods, is capable of wide extension.

The bureau exists, first of all, for the benefit of the needy family; and it is hard to overestimate the gain to the individual family in the resulting elimination of unnecessary investigation and the greater unity of advice from different agencies.

In Boston the seventy-eight agencies which use the bureau regularly furnish a good example of coöperation through the exchange of information and the resulting gain to the charitable societies. This group is of the opinion that the exchange as at present conducted is effective because it insures direct and prompt communication among agencies interested in the same family, saves the time of the worker, avoids duplication of effort and overlapping of relief, and gives an opportunity to compare experience and methods. One of the twenty-seven children's agencies which register reports states that the use of the bureau saves the salary of one worker.

To the charity organization society registration brings opportunities for widening its field of usefulness; and coöperation is strengthened by a mutual understanding and trust of one another's aims and methods brought about by daily working together.

The gain to the community lies in greater economy and efficiency in the administration of its charities.

# HELPS FROM THE LEGAL FIELD

MR. LOUIS H. LAVIN. UNITED HEBREW CHARITIES, BALTIMORE.

[This article refers to Part III, Section B, of the *Plan for Technique of Investigation* *BULLETIN*, January, 1909.]

The object of the investigation of an applicant for relief is to obtain a knowledge of all the facts that bear upon the treatment of the applicant. And these facts should be gathered as quickly and as accurately as possible, since the rule of personal charity holds good in organized charity, that he gives twice who gives quickly.

The "facts," however, must be facts. A gathering of impressions, rumors, beliefs and judgments, even when obtained from persons who are supposed to be in touch with the applicant is not an assembling of facts. They may be predicated upon facts, but if the trained worker accepts these impressions and beliefs at their face value, he is accepting the judgment of others; that is to say, he is substituting the opinion of an untrained observer for that of a trained observer, which he is supposed to be.

Moreover, the facts should be germane to the issue. Even accurate statements may be absolutely useless. I have seen in a record the rosy promises made by a deserting husband to his wife before marriage, picturing the bliss in store for her in married life. This may be interesting, but it is irrevelant, and if promptness in passing up cases be a virtue, then the padding of records with useless matter is a positive vice.

The problem then is to ascertain the relevant facts, quickly and accurately.

Lawyers will see at once that persons trained to accomplish this end have a training analogous to what a lawyer obtains in preparing himself to elicit the facts involved in a law suit. In both cases there must be a definite understanding as to what is sought, the evidence that will bring out the purpose in view, the best evidence to that end, and the best evidence the particular case admits of. The lawyer also knows, or plans, how the evidence on any point can be marshalled, and that in the most direct way. He thus comes to know how to establish his facts, and the best method of eliciting them. This is likewise the task of the trained investigator. Of course, the investigator is not bound by strict rules which in law attempt to eliminate the unsound and the irrelevant, and he would be unwise so to restrict himself; but the principles underlying the rules of evidence are logical and disciplinary in the highest degree, and they should be a part of the equipment of the charity investigating expert.

As has been said, the investigator's object is to get the actual, relevant facts, and to get them quickly and accurately. What are the facts in a given case? Let us assume that the earnings of a man is the fact to be established, and that we have the following sources of information,—the man himself, his relatives, his neighbors, his employers. What is the best way to get at this fact? In answering the question it is well to remember that no one is testifying under oath, and that everyone knows that he cannot be called to account for any statement he may make. The interest of each person in the answer must, therefore, be borne in mind. Now, the applicant knows what he earns better than anyone else, but it is against his interest to be optimistic in the matter of wages. His relatives, if they happen to be intimate with him, may have more or less definite knowledge of his earnings, but may be influenced in answering by the responsibility his dependence may throw upon them. Neighbors, unless they work with the man or have special facilities for information, are outsiders, who form their opinion by putting two and two together. The employer, however, knows what he pays out, and is generally not concerned with what goes on outside of his shop. But better still is the timekeeper or payclerk, who generally has his figures at hand, and whose figures are conclusive. The investigator looking for the best evidence goes, in the case supposed, straight to the payclerk; and if for any reason he cannot be seen, then the other sources should be sought in turn, according to their probative value.

The great gulf between evidence at first hand and mere hearsay is one that the investigator must be as quick to see and to bear in mind as the lawyer. The high character of the man giving the information does not change the character of his information. A great merchant in one of our large cities, himself interested in organized charity, was asked in regard to a former employee. He answered by quoting the report of his manager, that the man was listless, tardy and inclined to shirk work. Inquiry of the manager showed that this opinion was based upon the employee's tendency to come late in the morning and knock off work early in the afternoon, because, so the workman said, he had to take care of his home. Further investigation brought out the fact that the man had a number of small children and a sick wife who could not take care of them, and that he was always pursued with the idea that he ought to be at home helping them. The merchant scrupulously reported the words of his careful manager, but when all the facts were known, the investigator formed a different opinion from that formed by the manager. It is to be noted that each approach to the best evidence came nearer the truth. Merchant says, "Listless, tardy, inclined to shirk work." Manager adds, "Because he had to take care of his home." Finally the home explains the whole situation. In this case, the manager was the real point of attack, and the proper question to the merchant would have shown at once that his opinion was based on hearsay.

The investigator must realize that, while written information is more definite than spoken, it may nevertheless be less trustworthy. One must be on his guard against putting more reliance on a written communication than its intrinsic value deserves. A well-composed and well-written letter coming from a person of reputation is sure to be highly regarded, yet it may contain only information which the writer had to get from others; or it may be a mere opinion based on general consideration. A knowledge of the value of evidence and what constitutes it, will fortify the investigator against error in this direction.

There are public records, with the handling and meaning of which the well-equipped investigator should be familiar,—court records, especially juvenile and domestic relations courts, land courts, school records and the like. Records may be good for certain purposes and not for others. The teacher's roll-book will give the attendance of the boy at school, but the statement as to why he was absent, unless she has personal knowledge of the reasons, cannot be accepted uncritically. The investigator should know where to go to find whether a man has been indicted, what the entries on the docket mean, how to discover whether an applicant owns property or not, and many other details which are carried in the public records. Not long ago an investigator reported that an applicant was supposed by the neighbors to own the house in which he was living, and this belief was strengthened by the fact that he had sold a house a few years previously and had moved into this one ostensibly as landlord. The applicant and his married son, who with him occupied the house, gave a conflicting statement as to its ownership, and as the result of numerous conferences and parleys, the investigator reported the applicant as the probable owner, basing his judgment on the opinion of the neighborhood, reinforced by the conflicting statements of the occupants of the house. After the report was in, the matter of the ownership of the house was referred to the Legal Aid Bureau, which reported that it had belonged to the applicant, but had been sold a short

time previous, for a small sum above its encumbrance. If the investigator had known that the ownership of the house was a matter of record, and that the information could be ascertained in a few minutes, he would not only have saved time and trouble, but he would have been able to bring in an accurate report. Record title does not always tell the whole story, but that is another question, and a matter of detail with which we need not concern ourselves right here.

An investigator of experience, with the principles of evidence to guide him, will soon come instinctively to know where to turn for the desired information, whether that information be obtainable at first or second hand. He will learn the most direct course to certain objective points. Certain formulas will evolve, as, for instance:

Neighbors can tell of Applicant's Domestic Habits.

Relatives can tell of Applicant's Previous History.

Employers can tell of Applicant's Industrial Efficiency.

These formulas are obvious, and they are stated for that reason. Modifications of these relations and other relations will at once suggest themselves to investigators, and the classification here given may be of little practical use. The point is, that a clear conception of the facts wanted and knowledge where competent information can be obtained, will soon train the investigator, as it does the lawyer, to look at once in the right place.

But there is a further similarity between that aspect of the work of the lawyer that we are here examining and the task of the social investigator. Knowing the source of information is one thing and extracting it is quite another. The interview is the instrument for this purpose, and familiarity with the rules of evidence with the accompanying facility for asking the telling question, and going to the root of the matter at each stroke, not only saves time, but constantly makes headway in the right direction. This knowledge and familiarity will lead the investigator to discern when answers are fully responsive to his questions and set forth the facts he wishes to draw out. It is obvious what a help such training in questioning would be.

After all the information is gathered, then comes the tug of war. What shall be done with contradictory opinions? When a neighbor says a man is unfortunate and another that he is shiftless, what is to be the final judgment? The weighing of information is a judicial act of consummate importance. It is the final diagnosis, if one may be allowed to mix law and medicine. The investigator trained as herein suggested, can pick his way through a maze of conflicting statements with some confidence, if he can make a scientific valuation of each element that enters into the formation of the judgment. There are men who can do this intuitively, sometimes with greater accuracy than those who painfully labor through the record; but for the average investigator, established, logical principles are the only safe guiding-star, and the writer therefore suggests that some knowledge of the principles governing evidence under the law, will be invaluable to the investigator in assembling and interpreting his facts.

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# Field Department Bulletin

CHARITIES PUBLICATION COMMITTEE

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## CONFIDENTIAL

# Field Department Bulletin

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## INTERPRETATION OF CHARACTER. A LITERARY ANALOGY


PROF. GEORGE L. MARSH, UNIVERSITY OF CHICAGO.


[This paper refers to Part III, Section G, of the *Plan for Technique of Investigation*, BULLETIN, January, 1909.]

With the idea, suggested by Mr. McLean, that some of the methods in the study of character in fiction may be found useful to investigators of character in real life, the following is submitted. It is not the result of exhaustive study of the numerous technical works on the novel, but of some practical experience in endeavoring to elicit the completest possible understanding and appreciation of what is best in the best fiction. For it is usually agreed that the development of the novel has been largely a development in the power of character portrayal.

The most direct and obvious data from which to draw conclusions as to a character are his own words and actions—from his actions (in harmony with the familiar adage) more than from his words. Thus before any other sort of characterization is given, Silas Marner is presented to us as a solitary linen weaver, with strange ways of driving off children who come to watch his mysterious loom, and yet with a kind enough heart—in spite of the wrongs he has suffered—to effect what the villagers regard as a miraculous cure of a sick woman. And, on the other hand, we get little definite notion of the pathetic Mrs. Gummidge till we hear her say, to the accompaniment of tears. "I am a lone lorn creetur' and everythink goes contrairy with me"; till we hear her insist, no matter how disagreeable a thing may be to others, "I feel it more." Dickens is especially prone to give a vivid, though, it must be confessed, a one-sided notion of his people by reiteration of some catch phrase like the first remark of the immortal Mrs. G. The student of characterization will first of all carefully examine all the acts and all the speeches of the person or persons he is interested in, and will make specific notes of whatever seems significant in revelation of character. Of course some judgment must be shown as to what is significant. Many of the simplest acts and speeches can hardly be said to reveal character—they may merely further the plot; yet if the novel be a skilful one and economically constructed, with real people in it, both plot and characterization will usually be served simultaneously.

The effect that a person has on other characters is also important. When David Copperfield first sees Mr. Murdstone, he doesn't "like him or his deep voice," and it is soon clear that the devoted Peggotty likes him no better. Fuller revelation of the gentleman's character is made in other ways, but our first impression is of the effect of his presence on a child and on a servant. Again, to take an example of a vastly different kind, Agnes Wickfield would be a decidedly colorless person, but for the heaping up of details about her influence, especially on her father and on David.

Closely akin to the effect of a person



on other characters are the words of other characters about that person which indeed may not (and need not) be easily separable from the effect. Some of Mrs. Poyser's inimitable characterizations leap to recollection at once: Of Hetty—"She's no better than a peacock, as 'ud strut about on the wall, and spread its tail when the sun shone if all the folks i' the parish was dying. . . . It's my belief her heart's as hard as a pebble." Of the old Squire, who looked at you "as if you was a insect, and he was going to dab his finger-nail on you." Of Dinah—"You're one as is allays welcome in trouble, Methodist or no Methodist." And so on—comments that are sometimes unfair when taken by themselves, but that unquestionably are illuminating. In dealing with such comments, of course, it is of the utmost importance to know the speaker's means of obtaining information—the competency of the witness, to borrow the legal phrase—and any bias for or against the person which he may have, any ulterior motive other than fair statement of an honest impression.

A fourth method of characterization—usually least important of all in an artistically written novel and of little use in this consideration—is by direct comment of the author. In first-person narrative, such as *David Copperfield* or *Henry Esmond*, this is identical with the third method, just described; but the term "author's comment" is most commonly applied to such third-person analysis as George Eliot has often been reproved for overdoing.

It should be clear, from the nature of the methods described, that all of them are likely to be used, in combination or one at a time, for the complete presentation of any well-rounded and important person. We first make acquaintance with Dinah Morris by seeing her and hearing her speak in the Methodist meeting on the Green; but we soon learn, through the narration of events, the talk of other characters, and through author's comment as well, that her words are not empty—that, in the familiar expression, she "practices what she preaches," and more. Examples could be multiplied, but it is surely not necessary. All available data must be examined in combination before we really *know* the whole personality.

Moreover, many a person, in the novel as in life, changes—develops—while we watch him. Silas Marner, for instance, is a developing character; so, doubtless, is Adam Bede, and, in fact, most of George Eliot's leading personages develop more or less. But there are stationary characters, too: Uriah Heep does not develop; Micawber does not develop; Major Pendennis does not develop. These people are merely revealed, unfolded. Real development must not be confused with changes largely of an external character—incidental to growing up, for instance. Thus it is very doubtful if David Copperfield really develops in character. When there is development it is distinctly worth while to note the stages, to try to account for them, to decide whether or not they are reasonable and natural.

The reasonableness and naturalness of the relations of characters to events is also important. If a story is to seem natural and probable, events should usually be the outcome of character; if they are not, we are likely to think the motivation at fault—to say that the author does not really know human nature. If Hetty Sorrel, for example, had been a different sort of girl, her crime—for all its pitiful mitigating circumstances—would have been impossible, unbelievable.

The question just what bearing these principles of character study in fiction can have upon the charity worker's investigations, is perhaps best left for answer to charity workers themselves. Yet it may not be amiss to indicate a few simple relations. Obviously most of the data for forming conclusions as to characters in novels can be collected as to living people. Visitors can see them, can learn of their actions and hear them talk, can hear people talk about them, and in many cases, at least, can know

something of their influence on others. All of the data but author's comment are here, and the investigator, especially if he be a bit of a psychologist, is likely to have some impressions and intuitions which, if treated with proper regard for their limitations as mere impressions and intuitions, may go far to supply the place of author's comment. To be sure the charity visitor may not get such reliable evidence as the omniscient author furnishes himself regarding the creatures of his imagination. The record of action may be misrepresented; the investigator usually hears only such words of the character as are uttered in his own presence; the testimony of acquaintances is subject to qualifications according to friendship or enmity, personal interest, or what not. Yet, in spite of these uncertainties, the investigator's purpose and methods may closely resemble those of the student of character in a novel, and will surely gain by systematization.

To illusrate, I have before me a "Suggestive Outline for Investigations (intended to bring out character as the main issue)," prepared by a student of mine who is engaged in charity work. First, the *History* is called for—"a simple statement of the man or woman as to what his or her life has been up to the present time." To this might well be added something as to ancestry, with a view to learning as much as possible about hereditary influence. Second, *Physical Condition,* with details from observation and from reports of those who know about it—doctors, nurses, teachers, etc. Third, *Industrial Efficiency,* with data as to occupation, maximum and minimum wage, regularity of work, and especially efficiency in the work—evidence on the last point to be obtained from employers or foremen. Fourth, *Mentality,* the facts to be gained by observation and from the testimony of teachers and other acquaintances. Fifth, *Moral Condition,* similarly ascertained, with definite details as to such matters as church attendance, reputation in the neighborhood, relations with legal authority, etc. Sixth, *Environmental Conditions,* with a full indication of the nature of the surroundings. Seventh, *Treatment,* which, of course, has nothing to do with our present consideration. The rest, however, even those dealing with matters that may seem mainly external, have an obvious relation with character; and the visitor who has systematically collected information on all these points has surely the means of drawing conclusions as to character from what *the person in question does and says,* from *his influence on other people,* and from *what others say about him.* If the investigator will call in the aid of the simpler rules of law for the weighing of evidence, which, in the main, are sublimated common sense, he should be able to reach conclusions as to character that ought to be of the greatest practical usefulness.



# RELATIVES AS SOURCES OF INFORMATION AND ADVICE

Miss Mary I. Breed, Boston.

[This paper refers to Part V, Section B, of the *Plan for the Technique of Investigation,* Bulletin, January, 1909.]

The legal liability for the care of kinsfolk which places the responsibility for support upon the direct line only,—that is, upon the children and grandchildren, and the fathers and grandfathers, is the most meager conception of the claim. People generally feel that their own responsibilities are broader than this, and that they should also do their utmost for their brothers and sisters, their uncles, aunts and cousins. This rather vague sense of duty, this appreciation of obligation to other members of the family, is not a personal standard of ethics attained by individuals, but rather a race consciousness of obligation. It is the same thing that makes the devout Jew say "All Israel is one family," and comes from the time when the family group was larger than at present and took in the grandparents and all their descendants. The property was owned in common, and all members of the community were cared for in consideration partly of their past labors, partly because of their claim to the possessions held by all. It is this race feeling, therefore, to which social workers appeal in going to relatives,—a feeling that what concerns one member of the family is really of vital importance to all. Visitors of the overseers of the poor sometimes say that because they cannot enforce any but a legal obligation it is beyond their province to interview any but those thus liable. In accepting this estimate of family responsibility they voluntarily shut themselves off from a vast field of natural aid and spiritual helpfulness. Even, however, with this limited view of their own powers, by enforcing aid from the kin, they can do much to set a certain minimum standard. A vigilant board of overseers has had, among many, the following experience: A young man, an only child, fell ill of tuberculosis and with his family went to Rutland, where they received aid from the Overseers of his native town to the amount of $6 a week. Although his mother claimed to be poor, she owned a large house. The overseers, therefore, sued her and the court required her to pay one-half of the $6 a week toward his support. When her payments lapsed, a second suit was brought, and now that she has died and $18,000 have been found in her house, a suit for the recovery from her estate of all the aid given has been begun.

It is essential to make the connection with relatives as soon as possible. A plan by which the family may get out of their difficulties should begin to shape itself during our first interview in the home; and the outline of this plan cannot be filled in without consulting the relatives. A young woman who had deserted a charity organization society after two months of training, unfortunately to be almoner for a large relief fund, once said, "I don't believe in the charity organization society methods of investigation. It does not seem to me fair to get all your information only from the relatives." Although there are many sources of information besides relatives, some of them more impartial witnesses of character, there are usually none having the same command of the whole family history, and none able to give the same valuable counsel. It is possible to get relief from other sources, but it is scarcely possible to replace in any way the moral backing given by the relatives. Not only are they essential in making the plan, but even more essential in carrying it out. The busy sister may not be able to give material help, but she can have an eye on the children to see that they get started for school and take care of the baby while their mother is away at her office cleaning. She can run in with

a few words of advice and encouragement for the girl of sixteen who is trying to take her dead mother's place as the head of a large family, and can give motherly oversight and a second home when the evening streets seem to prove too alluring. The gift of relationship is in itself something of value; and the woman who at first claimed to be unable to contribute anything to the care of her daughter's illegitimate child was shown that she could, at least, give the child a grandmother.

Moreover, the relatives are invaluable in the moral support they give. If the husband, out of work, is helped by his own or his wife's people, he has added them as active searchers for a job; and if he is not inclined to search ardently himself, who can better push him into work by the pricks of a few home truths, enforced if necessary by the spur of the withdrawal of aid, than his own people? There are few ordinarily so eloquent in preaching the need of temperance as the relatives upon whom comes the burden of the family if the heads are intemperate. In making a study of deserted wives, we found that a better protection against an abusive husband than even a legal separation, was the kin actively interested and actually with authority because providing the support.

In working with relatives upon family problems, we can offer a knowledge of the resources of the community and a social experience which often strengthens and directs their own real wish to help. We can show them ways they had not thought of by which they can effect their plans, and we can, too, oftentimes, because of our wider understanding, interpret to them their relatives, and so give them fresh heart. Indeed it is in straightening out family difficulties that some of our most important work lies. For instance, we know a Jewish widow who, after the death of her husband, had been helped most generously by her family until they all lost hope, and ceased aiding because of what seemed to them her incurable laziness. When a medical diagnosis showed that she had neurasthenia, and when a set of teeth and a long course of good food and fresh air had made her another woman, an uncle felt so contrite for his past neglect that he set her up in a small grocery shop.

Sometimes the addresses of kin are refused. This may come from sensitiveness and a desire to hide their failure from their family, or, more often, from a wish to conceal their resources, so that help may come from a society, which, because impersonal, will not impose upon them the burden of gratitude. To wish to conceal failure is natural, but to confess it is salutary; and we cannot omit asking help and advice from relatives in order to aid the applicants to hide their own weakness. Neither can we seek to relieve them of the burden of gratitude; indeed we try to impose it where it is wanting, not, however, as an emotion which passes by evaporation, but as a spring of action, an incentive to better conduct. Three courses are open to us. We can refuse to aid until the addresses are given and the relatives consulted; we can see the relatives without the knowledge of the applicant from some clue gained elsewhere; or we can defer to the applicant's wish and aid until she can be won to give her permission to the interview. Perhaps we have all had our experience of this last course, and have got from it our own lesson of its unwisdom. One experience came from a woman of great worth, left a widow, and doing her best to support her two boys. She was aided generously and given the friendship of a sympathetic visitor. Her family were not seen, because of her claim that they had refused all help. When she developed a mental malady her children were given into the care of the city and then an agent of the city saw the woman's brother. He was justly incensed that he had not been consulted before, as he had been both able and willing to help. His sister had been alienated from her family; and her bitterness toward them was a part of her mental disease. It is not wise to abandon as useless clues which, owing to distance or remoteness of kindred, seem unpromising.



We knew an old woman who had been helped by various charities to the amount of over $7 a week. She lived in a very dirty way, and at last seemed so unable to care for herself that one of the ladies who had been aiding decided to ask the advice of the Associated Charities. The correct address of her son's widow was got only after she had been sent to a hospital and had had to give the name of a relative in case she should die. The daughter-in-law made no promises of aid to the agent of a society in the city in which she lived, but she came to this city to consult those who had been helping, and took her mother to her home and arranged for proper nursing. We feel very strongly, therefore, that the relatives should always be consulted. If their evidence is for any reason to be discounted, or by any chance their help refused because of their bad moral influence, these facts will be discovered by the trained investigator. We have all regretted, often bitterly, failure to make a complete canvass of relatives, but none of us would wish to have omitted our visits to the most disagreeable. Their very harshness throws a necessary light upon the family problem.

Some fear has been expressed that the charity organization society exacts too much from the kin, that it urges them to help when they can do it only by reducing their own standard of living and so prejudicing the health or the future of their children. A district secretary who would not have the social sense to see the evil of urging such unusual and excessive generosity would scarcely be fitted for our work. What is really desired is advice in forming plans, help in carrying them out, and only such material aid as can really be afforded. We are not accustomed to expect large sums. Over a year ago there came to us a man in consumption, with a wife and seven children, twelve to one years old. We saw all the relatives and got from them the promise of enough money to pay his board at the state sanatorium. Without our knowledge, however, a relief society had already taken up the case. The relief agent felt certain that the relatives were unable to help, and therefore asked nothing from them. He did, however, ask us to cease our interest. He did not send the man away to be cured, but aided meagerly in the home until he decided that the family was too expensive for his society, and he had better turn them over to the city for public out-door relief. The overseers' visitor then gave us a chance to take up the case again, saying that he had seen the relatives and they had no interest. They had refused to pay even the man's carfares to the day camp, and advised that the family be broken up, all the children be taken by the city, and boarded out. We saw the priest who knew the relatives well and agreed with us that they were able to help. Together we canvassed the family and got from them a promise of $3.50 a week contributed by the man's parents, and three single brothers who were working. With $2 a week from the relief society that was persuaded to continue further aid, $2 a week from the priest, $2 earned by the woman, with clothing, carfares to the day camp, and milk at home for the man, the family is able to keep together and the man to improve in health. One sister, unable to do more, cares for the children when the mother is away working.

To be generally successful in meeting relatives it is necessary, first, to be candid. This does not mean to announce at once that we come from a charitable society, but it does mean usually to explain with some pains how we came to be interested, and always that our interest exists. If people feel, first, that we care about helping their relatives out of their troubles, this mainly occupies their minds, and our connection with a charitable society, which they may learn afterwards, is of secondary importance. Our official position is lost sight of in our friendliness and our explanation that friendliness is what our society stands for is received believingly. Our own convictions are important also. We must be perfectly certain of the right-

cousness of our errand. We must go to relatives with the belief that they want to do what is right and to contribute according to their power,—that is, according to their spiritual as well as their financial power. We must go to them with a perfectly open mind, ready to accept whatever they can give, and to modify our plan. Our plan at this stage is not crystallized, but is rather a certain range of possibilities for the family which we cannot make definite before securing the evidence which the relatives can give. It is usually wise to suppress our own ideas of a solution of the situation until we have got to a point in our interview where the relatives wish for them. Relatives are often indignant to find we have made a pretence of consulting them merely to foist upon them our own plan. Failing the consummate tact which makes them believe our plan to emanate from themselves, this candid exchange of plans seems the most successful.

What we wish to secure is general harmony of feeling and action, and, if we ourselves get attached to the most unpromising families after we have worked for them, we can see no better way of bringing about friendly feeling between relatives than to induce them to help one another. As Benjamin Franklin says, there is nothing that makes a man feel so warmly toward you as the consciousness of having done you a kindness.

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# THE FIELD DEPARTMENT

### EXCHANGE BRANCH

Atlanta Associated Charities.
Baltimore Federated Charities.
Boston Associated Charities.
Brooklyn Bureau of Charities.
Buffalo Charity Organization Society.
Cambridge Associated Charities.
Chicago United Charities.
Cincinnati Associated Charities.
Cleveland Associated Charities.
Columbus (Ohio) Associated Charities.
Detroit Association of Charity.
Hartford Charity Organization Society.
Minneapolis Associated Charities.
Newark Bureau of Associated Charities.
New York Charity Organization Society.
Philadelphia Society for Organizing Charity.
Pittsburgh (Pa.) Associated Charities.
Providence Society for Organizing Charity.
St. Louis Provident Society.
St. Paul Associated Charities.
Salem (Mass.) Associated Charities.
Springfield Union Relief Association.
Washington Associated Charities.

### SUSTAINING MEMBERS.

Portland (Me.) Associated Charities.
Kansas City (Mo.) Associated Charities.

VOL. II, No. 12 SEPTEMBER, 1909

# Field Department Bulletin

## CHARITIES PUBLICATION COMMITTEE

105 East 22d Street, New York



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# Field Department Bulletin

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## A MUSING O'ER RECORDS

Our records are a sacred thing,
Scarce ever tempt one's soul to sing.
In Omar's moving finger's way
There writ to last for aye and aye
'Twere impious practice to omit
One dot or letter therein writ.
For oh, to cancel half a line
Might paralyze the doer's spine.
Not one lone word may C. O. wipe,
Nor tear one sheet of carbon type
That tells about potato peels,
How hot the kitchen fire feels,
The ever present piece of pie
Where destitution was the cry,
The color of the kitten's tail,
The long dark stairs without a rail,
The sofa pillows red and white,
How D. S. sickened at the sight!
Of door bells mute which make no sounds,
No answer comes though D. S. pounds!
Though D. S. tries for days and days,
"The line is busy," Central says,
And on and on unto the end—
Then transfer without recommend!
Our records, we'll tip you the wink,
Do not contain the missing link.

L. G. W.

## THE SEVEN-FOLD ELEMENTS IN EVERY FAMILY

[This serves as an Introduction to Part IV. of *Technique of Investigation*, BULLETIN, January, 1909.]

By FRANCIS H. MCLEAN.

Anyone, without the slightest experience in case work, would readily agree, upon reflection, that the seven-fold elements which have to be considered with each family problem are the environment, the mental, physical, and moral condition of the different members of the family, their industrial efficiency, their temperamental traits, and the family solidarity. Not that all of these elements always figure in the particular complication or its solution. Nor that the traits of each member of a group have always to be considered. But one ought to start out on the hypothesis that these seven elements *for each member of the family* may play their part in the tangle and that they must only be reduced by elimination as we come to know the situation thoroughly through careful investigation. That does not mean that we must record the fact that the baby's temperamental traits cut no apparent figure in the difficulty. Not at all. But as we develop expertness in our investigating we shall gradually, and more or less consciously, eliminate the unnecessary without its appearing at all in the record. It is a question, however, whether in this process we shall not diminish rather than increase the margin of the useless. For even the temperament of five-year-old Alice may mean that the "flag is up," that there is something required in the discipline of the mother or her own training which will save trouble in the future when Alice is in her teens. In one very important point we differ from the medical practitioners. They deal with the illnesses of an individual, we deal with the weaknesses of a

family. So while we are about it, it is decidedly an economy of time and effort to stave off the possible weaknesses which may develop in the future even though the present problem may entirely center, or rather apparently center, around the question of getting work for Alice's father. When one looks at our work in this light, one begins to question whether the large volume of our so-called recurrent cases does not often bespeak a real failure on our part to grasp the whole problem at the start. If we had gone into the matter deeply would we not have discovered the seeds of the future disaster, and if we did perceive them, did we not too quickly "close" the case? Indeed it may well be questioned whether the practice of officially closing cases, as some societies do, is not a most vicious one. In some instances, at least, it is a cloak for the most superficial of work. It is true that a secretary or an agent or volunteer may not be able to do all that should be done, in the press of other work, but, putting on a nice, neat, closing stamp, does not help matters much and is a distinct easer of conscience. Better leave the record staring one in the face, reminding one of work undone. Unless indeed the exigencies of an emergency period prevent us doing aught else than getting records out of the way; in which case, however, we ought to confess our own impotence and not hide behind a closing stamp.

The writer is convinced from a reading of records received from various societies all over the country that emphasis should be laid upon the more systematic covering of all the possible elements and that the instructions given investigators should be clearer and more comprehensive. Taking these records in the main, it may be said that the obvious relation between dependency and physical and mental well being is generally understood and the facts regarding these elements are generally gathered for the principal members of the family group. Though even here there are lapses. The school children, who are not present, may be forgotten. In fact all of the absent ones may be omitted. And it has happened that nothing more may be ascertained than the physical condition of the sick bread winner.

If one takes up the environmental, the lapses become more frequent, distressingly so. The home environment should always be described. And often the work environment should be sensed. Nor must it be forgotten that the environment may be good for the family as a whole and yet very bad for some member of it. The living quarters may be good but the neighborhood absolutely bad for a young girl or boy. For a movement whose workers have emphasized the environmental causes of misery we let slip many opportunities when the environment should be radically improved.

If striking moral elements are involved, they are generally hit upon sooner or later. But the lesser things, the things which will grow into bigger things, these are often forgotten. If a lad of fifteen is not giving his right proportion of his earnings to his mother or if on the other hand his mother is holding too tight a rein on him, that spells disaster. There have been investigations where long after the society knew a family it has been called into consultation about a slowly developing waywardness about it which it should have known at the start in order to head it off sooner. There is too much of the haphazard, indeed, in our collection of information about this element. Perhaps the term morality does not convey as it should that it means the whole ethical outlook of the individual members who have reached the thinking age. That is its broad lines; if mayhap anywhere there is something either of superior value to work upon or something weak to develop. To the skilful investigator the development of an understanding of ethical outlook and achievement is often much easier than to obtain data regarding the physical and mental. This last often requires most delicate handling. Not so with reference to the ethical excepting of course in those instances where families are bravely endeavoring to shield some black sheep. Outside of these pathetic attempts to conceal the truth, mistaking the purposes of the investigator, any visitor who has even approached a sympathetic attitude, can skilfully draw out the big, broad lines of character. The gentlest bit of leading, as to what sort of a boy John is, etc., is often the only suggestion needed for a start in this direction. It is essential to gradually gather the data which will give us the moral stamina of at least every member of the group over ten years of age. As time goes on one should know about the comparative strength of will power (ability to resist temptation) and will force (ability to push up against all sorts of obstacles and carry out a plan) for those who guide the destinies of the little group.



Hardest of all the elements to define and probably most often omitted is that one described as temperamental attributes. Many workers have questioned the writer as to just what classification (in connection with the diagnosis sheets) he would make here. My answer has been that without attempting to draw any fine psychological lines only plain common-sense distinctions are required. There are some human characteristics which are neither physical, mental nor moral, but are the joint products of one or more of them. These are to be classed under the temperamental. There are the phlegmatic or impulsive. There are the quick tempered, or quarrelsome, or meddlesome, etc. These are temperamental characteristics, and absolute knowledge of just what kind of characteristics the workers are up against, enables case committees often to give much more intelligent advice than they are otherwise able to do. It is idiocy, for instance, for any one to be seriously considering helping a quick tempered man to be a street car conductor; his powers of resistance must be developed in less strenuous fields.

Industrial efficiency cannot of course be neglected; it is too closely connected with the primary economic problems of the family. Nevertheless, on the whole, it is questionable whether enough attempts have been made to develop industrial efficiency, especially among the young. We must get beyond the wages or the prospective wages to the possibilities of each human being, based upon all the other elements which we have enumerated. It is of course a physical impossibility to develop these possibilities, either of changing adults to better occupations or guiding youths into right vocations, without the aid of skilful volunteers. However, we are here entering the field of treatment and so must retrace our steps. There are still chances for improvement in our gathering of data in this field.

The last element is the relative intensity of the solidarity of the family. As some one has said, many comparatively good men and women and children are mighty poor "family" people. Their tendencies are really non-social, taking the family as the primary social group. They are over-individualized though their individualization may bear some trace of "social" characteristics. The ultra "good fellow" is liable to be of this sort. He may be a good social mixer and a failure as husband and father. The older boy may be of this sort. The women and girls are less often found lacking. Of course it is necessary to note these non-social characteristics because in working with these particular members of the family appeals to different feelings must be made, and coercion more quickly threatened than in the case of the real "family person." We have here treaded upon the ground of treatment merely to show the need of distinguishing the characteristics indicating basic loyalty to other things than the family. It is necessary to explain that the mere presence of a vice does not itself indicate lack of family feeling.

To summarize: No investigation can be complete until the ground is covered in such a way is to make sure that all the seven elements have been considered, and that then only the non-significant and non-valuable have been eliminated; in order to do this the cry for systematized investigations is becoming a more insistent one; that with other instructions, visitors should be instructed on the necessity of classification by elements to verify the completeness of their returns upon which treatment is based.

# A NEW PRESENTATION

In the exchange matter which goes out to the Exchange Branch societies on September 1st, there will be a copy of the ninth annual report of the Associated Charities of Cleveland, which will undoubtedly receive a considerable amount of attention. The Field Department is authorized to state that the Cleveland Society will be pleased to send copies of the report to any society not in the Exchange Branch which may write them to that effect.

We have thought that it might be desirable for us to make some comment here upon certain particular parts of this report. We shall not refer to the many interesting points in connection with the body of the text, but come directly to the form of the statistical and financial report.

The idea which Mr. Jackson has worked out here is one which might well be developed in other cities in which commercial bodies are taking an intelligent interest in the social progress. It has become traditional among well organized societies that there should be some sort of a financial return made. Until within a few years, however, this has meant a presentation of a number of tables, understandable from a bookkeeping standard, but not giving much light upon the relative amounts spent for different departments of work. Then came an analysis of expenses by nature of disbursements, but no one before Mr. Jackson has worked this out with such detail. He has not one table only but a table for each department of work, personal service administration, etc. He has added to each some concrete details which give color to the picture.

The first table deals with material relief disbursements. After the statement there appears facts in connection with the nature of the relief furnished. There are no salaries charged to this account, simply the relief itself.

In a similar way the disbursements of the Wayfarers' Lodge are treated. Exhibit "C" makes the showing for the Department of Thrift. The total expenditures of $925.55 are balanced against these facts (among others), that there were about 5,000 depositors, and that fifty stations were in operation, and that two hundred children had used their penny savings to increase or establish special savings accounts. Exhibit "D" shows that the Employment Department with total expenditure of $1,632.00, is balanced and more by wage returns, of value of at least $48,300.00, received by the men and women for whom employment was secured.

Exhibit "E" is for personal services and is one of the most interesting. Total cost of this is $11,120.88. Then are described some of the distinctive features of this personal service work, the explanations being sufficiently detailed to make them understandable to any one who looked over the account. Thus we read:

32,384 visits to and in behalf of the poor. This includes calls upon the families themselves, upon relatives, friends, school teachers, public officials, doctors, lawyers, other societies, institutions, and individuals otherwise interested, in order to obtain advice and aid in placing families on self-supporting basis.

38 persons placed in homes.

2,603 referred to other agencies for their distinctive service.

199 applications for charity transportation approved.

This department conducts four Friendly Visiting and other personal service committees, containing 38 persons.

Exhibit "F" is for educational and constructive disbursements, the total being for $6,064.53. This Department is responsible for:

A trained representative to counsel with charitable individuals and organizations.

Co-operative work with City, State and National Institutions.

A representative at all Friendly Visiting Conferences.



Five Parlor Conferences in the West Side District.

16,000 letters descriptive of activities.

469 new contributors.

1,088 renewals from former contributors.

A considerable proportion of the Superintendent's salary is included, because of the effort to broaden the work to meet the rapidly increasing demands of the city and to elevate the standards of intelligence in dispensing charity.

A portion of the Educational work is essentially Personal Service. See Exhibit "E," page 30.

Exhibit "G" is for administrative disbursements, amounting to $5,143.89.

The question may be asked as to whether such a detailed classification is of any educational value. There are some who have been rather inclined to decrease their statistical presentation, using possibly a few figures in the body of the text. Perhaps it is true that such a statement will not be of much general educational value. Indeed that may be assumed, and yet it will not diminish the value of such a presentation. It is certain that the frank explanation made by the Society of its stewardship will be of distinct value in its dealing with some of the larger minded business men of the city, especially in a city where, as above said, the business organizations have assumed that the charitable field is one which is vitally important to them. It will be possible for the Charities Committee of the Chamber of Commerce to more clearly understand than before the cost of the different departments of work of the Society, and the value of each department. Furthermore there is no reason why the example of the Cleveland Associated Charities should not be followed by other associations in that city. In this way its own account of stewardship may result in improvement all along the line. Possibly a day may come when all of the Cleveland charitable agencies will feel compelled to make as clear explanations.

Upon the intensive side, then, and with special reference to its dealing with really intelligent men and business organizations, and with setting an example, the Cleveland Society has undoubtedly placed itself in a very strategic position.

So far as relations between charity organization societies in other cities are concerned, it is possible that the Cleveland report may lead to other charity organization societies following out the same detailed plan for accounting, even if they do not publish all of the tables. It is certain that if such a course were followed it would be possible to compare intelligently *some* of the departments of work in the different societies. This in a very rough way, but at least the comparison would be useful in stirring up societies which have plainly fallen below the *minimum* with respect to either personal service or educational propaganda, or any other one of the departments.

## USE OF PREVIOUS RESIDENCES AGAIN

It has seemed worth while to add Miss Penniman's comment on our comment of her article in the May, 1909, *Bulletin*. It reads:

"Ever since the publication of the May *Field Department Bulletin*, I have been intending to write to you. I am sorry I did not carry out my article in detail to as great a length as you wished, but I wrote it hurriedly and so left out several points which your comment brought to my mind.

"Of course I do not dispute the point that new workers should not overlook previous residences in investigations which they carry out themselves from the beginning to the end, in order to learn technique. However I feel there are certain cases in which we have no right to let new workers learn at the expense of the families, and that the agents who do the training ought to judge whether previous residences should be visited or not.

"Taking your comment paragraph by paragraph, I now come to the fourth. It has always semed to me to be so patent a fact that one-of-town inquiries should always be made, that it did not occur to me to look upon the residences in other cities in quite the same light as I would the removal from one street to another in the same city. I have had so much experience with one-of-town investigations that I know just how valuable they are, but I do not feel there is a corresponding degree of necessity for visiting former addresses in the same city. It is quite possible to get the 'local color' from other sources, as I really intended to point out by my entire article.

"I quite agree with you regarding paragraph five. Since writing my article I have talked with one of our workers who formerly lived in New York, and feels that different localities require a different line of action. A cosmopolitan population and a shifting one such as exists in New York, where family ties are not strong and references hard to get, might be treated differently in an investigation, for instance, than in this city, where tenement life is for the most part on a small scale and the population is not shifting.

"I could go through my current file now and find a large percentage of families whose previous residences have never been visited simply because visits to relatives, churches and employers have given all the information necessary. Possibly you will dispute this point since you think it is running a risk not to visit the old addresses. I am writing only because I do not want you to misunderstand or think I would neglect the important points of investigation. I rather expect my article and your comment will bring forth more or less criticism from the readers of the *Bulletin*, because I know the subject is one of great differences of opinion.

Trusting that you will understand why I am writing, I am,

Very truly yours,

CAROLINE DE F. PENNIMAN.



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# Field Department Bulletin


## CHARITIES PUBLICATION COMMITTEE

105 East 22d Street, New York




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# Field Department Publications.

## Uniform Blanks recommended by Committee on Uniform Blanks, National Conference, June, 1909.

### Ready November, 1909.

1. Blanks to be used in making inquiries in other cities, in pads of 100; 50 on heavy paper alternating with 50 on manila paper for carbons.

**Price, 20 cents per pad of 100, plus postage.**

2. Blanks for answering inquiries. Same arrangement and price as above.

3. Model record cards on bond paper, 11 x 8½ inches.

**Price, 50 cents per hundred, plus postage.**

Samples on Application.

## Other Publications.

| | |
|---|---|
| First Principles in the Relief of Distress, 40 Cents per Hundred. | Mary E. Richmond. |
| Friendly Visiting, 40 Cents per Hundred. | Mary E. Richmond. |
| Real Story of a Real Family, 7 Cents Each. | Mary E. Richmond. |
| The Dominant Note of Modern Philanthropy, 40 Cents per Hundred. | Edward T. Devine. |
| The Broadening Sphere of Organized Charity, 40 Cents per Hundred. | Robert W. deForest. |
| Organization in the Smaller Cities, 40 Cents per Hundred. | Alexander Johnson. |
| The Formation of Charity Organization Societies in Smaller Cities, $3.00 per Hundred. | Francis H. McLean. |

**Single copies free; quantities as above.**

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# Field Department Bulletin

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## FORWARDING CENTERS FOR LETTERS OF INQUIRY

We are pleased to make an important announcement regarding a new development for facilitating the placing of letters of inquiry for out-of-town inquiries in the hands of correspondents in those towns without charity organizations and societies. The following societies agree to serve as forwarding centers for all such inquiries, requiring investigations in uncovered towns of 5,000 and over in the districts as named:

| CHARITY ORGANIZATION SOCIETY | TERRITORY. |
|---|---|
| Atlanta, Ga. | Georgia. |
| Baltimore, Md. | Maryland and Delaware. |
| Boston, Mass. | Massachusetts. |
| Buffalo, N. Y. | All points west of Oswego, Syracuse and Binghamton, including Oswego. |
| Chicago, Ill. | Illinois. |
| Cincinnati, Ohio | Kentucky. |
| Columbus, Ohio | Van Wert, Delphos, Lima, Kenton, Marion, Mt. Vernon, Coshocton, Bellaire and all points in Ohio south thereof. |
| Cleveland, Ohio | Ohio, all points north of these cities. |
| Detroit, Mich. | Michigan. |
| Hartford, Conn. | Connecticut. |
| Minneapolis, Minn. | Wisconsin. |
| Newark, N. J. | New Jersey. |
| New York | New York State, east of Oswego, Syracuse and Binghamton. |
| Philadelphia | Pennsylvania east of the Susquehanna. |
| Pittsburgh | Pennsylvania, west of the Susquehanna. |
| Providence, R. I. | Rhode Island. |
| St. Louis, Mo. | Missouri. |
| St. Paul, Minn. | Minnesota. |
| Salem, Mass. | New Hampshire. |
| Washington, D. C. | Virginia. |

THE PROCEDURE WILL BE AS FOLLOWS:

1.—Any society desiring to have such an investigation made will send an unusually carefully written explanatory letter to the society designated as the forwarding center. We say "unusually carefully written and explanatory" because it must be remembered that the forwarding center may have to send the inquiry to an intelligent but inexperienced person and so the more details the better will be the reply.

2. The forwarding center will look over the letter of inquiry when received. If it finds that the details are insufficient, or the meaning obscure, or that either the description or request for information is not sufficiently clear-cut or dis-

tinct, it will return the inquiry to the sender, suggesting what points should be further elucidated.

3. When the inquiry is in good form the forwarding center will endeavor to put it in the hands of the best possible local correspondent who can be found. Some of the forwarding centers at least will build up card indexes of local correspondents which will not only be useful for this purpose but will serve as a valuable mailing list in any agitation for new state legislation, etc. As their knowledge grows it is quite likely that they will develop a group of correspondents in the larger places at least, who may be called upon with particular reference to the problems indicated in the letters of inquiry. Thus the local correspondents will vary.

4. According to the experience of the local correspondents the forwarding center will decide whether he should answer directly to the society inquiring or through the forwarding center.

5. If the latter, then the forwarding center will determine whether the answer is as adequate as it could be before sending in. If not it will ask to have the deficiencies remedied.

6. Wire inquiries requiring wire replies will, of course, be hurried and immediate answer requested. The sending society to pay tolls.

7. All letter inquiries should be accompanied by four two-cent stamps to cover the postage required for the whole transaction—from sender to forwarding center, to local correspondent: back from local correspondent to forwarding center, to sender. Also they must contain the sheet or form for the reply. The standard inquiry and reply blank furnished by this office must be used after December first (see advertisement on cover page).

8. Though slight delays will be involved in the process, they will be much less harmful than the receipt of valueless replies or no replies at all.

The forwarding center plan will be experimental with the societies above named. If reasonably successful an attempt will be made to increase the number of centers.

### ELIMINATIONS FROM DIRECTORY.

The point has now been reached when the Charity Organization Extension Department can watch out carefully for the elimination of utterly useless societies from the Directory. For this purpose the Department will be pleased to receive complaints where any societies listed in the directory have failed to answer any letter of inquiry, if one or two efforts have been made to get them to do so, when the original letter has apparently been ignored. All of these cases will be carefully investigated by the nearest Exchange Branch member. Upon his report, decision will be made whether the society should be immediately eliminated from the list, or whether it should be given further trial. Any eliminated societies will also be dropped from the mailing list of the department until the field department can induce a satisfactory re-organization.

# THE POSITIVE THEORY OF INVESTIGATION

(This refers to Sections A and B, Part IV, *Technique of Investigation*, BULLETIN, January, 1909.)

FRANCIS H. McLEAN.

The old-fashioned theory of the function of investigation was that it was a method of corroboration. That theory is still held by those who have imperfectly sensed the development of the movement. Not that investigation does not still involve corroboration, but the difference between the new and the old lies in the very important fact that the new recognizes corroboration as a minor function, the old as the chief function. It is here that some critics of charity organization methods, and others who are doubtful as to its ultimate results, have grievously exhibited their own ignorance by confounding the new with the old.

Indeed, it is safe to say that there is no one social development of later days which is so little understood by social workers in general as this one of investigation in the charity organization field. The writer, in connection with his duties as field secretary, has found everywhere the cock-sure social workers who ask questions about other activities, but who do not care to hear about new methods in investigation, for that is an "old story." Generally there was nothing about which they knew less. For just as everything else grows, so has grown investigation until its philosophy to-day is decidedly one of the most fascinating studies in the whole realm of human endeavor.

Wherever one finds an inclination to minimize the importance of investigation, one finds the explanation in either ignorance, or the fact that the local society itself is not keeping pace with the newer ideals. Commenting on a new edition of Mr. Warner's book, Mrs. Glenn called attention to a remarkable statement made by the editor to the effect that now charity organization societies were laying less emphasis upon such negative functions as investigation. At no time was more emphasis laid upon investigation as a positive, not a negative function, than to-day. Whatever danger there might have been in our being side-tracked by the criticising of the ignorant has now gone by. We are more and more actually pushing investigation into public notice and insisting upon its vital importance for the common weal. It is significant, in this connection, to note that the secretary of the last large associated charities which has been organized, who has inaugurated many kinds of work, is insisting that good case work, involving thorough and positive investigation, shall be what his society shall first and foremost stand for.

In describing the development the writer does not wish to be misunderstood. Historically it would be absurd to say that what we call "old and new" ideas could not be observed running along together even in the earliest days of the charity organization movement. There is no chronological separation to be made. Indeed, if our analysis is to be philosophical, we must discard the terms "old" and "new" and replace them with the single term, evolutionary growth. In the beginning the fundamental principles had to be preached. Duplication and unwise relief-giving had to be stopped at all hazards. There was perhaps over but necessary emphasis upon the minor function, corroboration or discovery, and investigation was sometimes apologized for as being a disagreeable but necessary thing.

But this could not continue. Thoroughness was as much insisted upon at the start as now. Now thoroughness as a working principle led to curiously diverse results. To some, without sufficient social imagination, it meant taking the original statement of the applicant and "fighting it out along that line, if it took all summer." Steadfastness is a most useful and necessary virtue, but sometimes obstinacy is confused with it, and obstinacy is out of place in the preliminary survey of the condition of a family. It is just as much out of place as the proverbial elephant in the china closet. These good people consulted all possible connections regarding the framework as laid down by the applicant. Everything stood or fell by this. Their results were positive and definite, and their decisions were liable to be emphatic. The society would or would not help. If there was lack of corroboration things were liable to stop right there; what relatives or friends or employers or what not said, had to be in the grooves of that first statement. Their advice might sometimes be proffered, but was seldom asked for. They indeed were considered somewhat in the light of witnesses, to be carefully examined, and when the evidence was in, to be dismissed from further service, excepting when they could help with material relief.

The workers with social imagination, adopting the same principle of thoroughness, arrived at a marvelously different ending to their road. To them the first statement only offered the lines of attack, and the people who would help in working out the solution. They approached these people co-operatively and with an open mind. They were not handicapped by any preconceived solution. Ideas they might have, but ideas which were not prejudices and which would give way to others when the occasion came. Their work was dynamic rather than static. Before they had worked out their bearings it was often

discovered that while the facts in the first interview remained the same, the foundation had been so far amplified and enlarged that the final solution had not even been suggested in that first interview. This meant simply that a mind with social imagination and with such a broad geniality as to draw the best thoughts and actions out of others it approached, had created a new structure upon a broader foundation. Both character and possibilities had changed or altered under its magic touch. Its work was not simply one of collection of material, as the ashman gathers ashes, but partook of the creative character of the real novelist. Only the novel, as such a mind created it, was a novel of real life and in its solution there appeared the working hand of its creator. These were the creators of positive investigation which has to do with possibilities and the co-operation of people, rather than entirely with the accumulation of corroborative details. Of course, facts are just as necessary to them as to the others, but the facts are but the levers and they may be grasped with any sort of grasp; there is no pre-ordered system into which they must fit.

To illustrate the mistakes made by the investigators without social imagination, the non-creators of possibilities. There is a celebrated case which the writer has used frequently, on how not to investigate a case. A family applied for aid in a Western city after it had spent about two years in Colorado, whither it had gone in the hope that the husband and father might recover from tuberculosis. He had considerably improved and was seeking light work. The wife also sought for work. Relatives of the man living elsewhere were alluded to, but as their whereabouts was a little indefinite no determined effort was made to unearth them. There was ample corroboration of the past good record of the family, many people being interviewed or written to. But all the work done was on the basis of the plan suggested by the family. The sequel showed the need of some one who would patiently dig out the only right solution, and who would analyze and correlate. For what was the sequel? Desperate attempts were made to get the right sort of work for the husband and wife. Relief from different sources was secured, but because the wife had not been carefully examined there was immense surprise when, as the result of a hemorrhage, it was discovered she was in a worse condition than her husband. Nor did he thrive on light work. Finally, after many months' delay, the family itself stumbled on the right solution. They came to the office one day with a letter from the husband's mother, living out in California, inviting the whole family to come out there and live. By that time the condition of both was so bad that there was only a desperate chance for them, but they saw if they went out there that their children would be looked after if they died. For lack of imagination in making the investigation, absolutely the worst plan possible suggested in the first interview had been worked out on the basis of a seemingly, though not really, thorough investigation.

An investigation starting on the basis of a request for a pair of shoes, so that a child may go to school, may end with the removal of a family to another city where a relative has found a good position for the husband and father. We are now temporarily out of our bounds, in the field of treatment, but treatment depends absolutely on the perceptive and creative power (the creation of the best practicable plan) displayed in the investigation.

Indeed, it has come to pass that one of the most effective means of exhibiting the methods and results of organized charity would be by taking say, 50 original requests of applicants and printing opposite them just what was done for each family. The writer has never seen just this form of comparison used, but there can be no manner of doubt that it would teach an extremely valuable lesson and would be most striking, startling and in some cases amusing. Now, of course, an imagination might work out some amazing plans unrestrained by facts and apparently not requiring the data of investigation, but on the whole this is not possible for the general run of mortals, and the percentage of breakdowns is heavy. In the main, therefore, taking the successfully handled plans, such a showing would not only illustrate treatment, but the very positive and help-bringing qualities of investigation.

## THE TWO-FOLD PURPOSE.

What we have said regarding the positive theory of investigation has revealed its two-fold purpose:

(a) The obtaining of thorough, or rather complete knowledge, and

(b) The gaining of the best response or best help from applicants and others.

Taking the first, those with any real experience in the work have long posted danger signals for their own guidance to avoid the shoals and rocks of incomplete information and the disasters which occur thereby. The ease with which the conditions surrounding a family or human action and character may be misinterpreted is almost amazing at times. The writer recalls one case where an investigator of fair efficiency and an ability to paint word pictures, presented once the sad history of a stalwart family, reduced to absolute and complete destitution and misery by reason of simple unemployment. All that was needed was a helping hand to find work and one month's rent. Yet it was a family which after a good deal of fussing around for a few years



was finally, and only then competently, dealt with, by the Society for the Prevention of Cruelty to Children, when the children were taken away. For it was very soon revealed that it was as near a hopeless family as one finds in a day's journey. Nine times had the mother of the man set them up in housekeeping. When the final break came, it was only after one of the children was discovered to be covered with lice which had actually burrowed their way into the skin, the back a mass of sores.

But the whole "front," if one will pardon the slang phrase, put up by the family and by a church, and by an interested old neighbor and a careless employer, revealed scarcely an iota of the real condition and misguided the investigator. The large amount of dirt and slackness in the house was attributed to a recent illness.

There is another celebrated case where a society sympathized with the husband and father, a genial "good fellow" sort of man, because the wife seemed to be such a difficult person to get on with, insisting on holding on to the money and actually sacrificing the simplest of luxuries, even when a good position was found for the husband. There was much reasoning with her and fears expressed that he might find solace in the saloon. When the real facts were unearthed it was discovered that the wife was fighting out of love for her husband and children to save enough to make up for a defalcation from a relative he had been guilty of, so that they might return with heads up to England, and make good his transgression. His good-fellowship might easily have meant a prolongation of the period of exile until finally the ethical purpose might have flickered out entirely.

It has often happened, too, that a recent employer of a man or woman, because of the comparatively short period of employment, may describe the industrial efficiency in entirely misleading colors, where a less recent employer, if he had been approached, would have presented the real picture.

There are three good principles to observe in order to secure the thorough and accurate information, to avoid misinterpretation. Miss Smith has stated the most important one. It is essential to good understanding that we should see somebody in each group which is viewing the family from a different angle. Two separate and distinct groups are, of course, the relatives on the husband's side and the relatives on the wife's side. Then there is the school group, with reference to the children, the church, the industrial group of employers, etc. Each of these maintains different relations with the family, they each have different points of view. In case time does not permit of everybody in each group being visited, and, as will appear in the articles on the use of different sources of information, there may be some which should not be uniformly visited and some (like present neighbors) only under exceptional circumstances; then comes the question of selection. Of course, there are no rules which would be of any possible service here for general application. Common sense and discrimination and insight must, of course, be used.

But here enters the second principle. Sources like the school, the church, the labor union, the benefit society, might be called one-headed sources. That is, the principal and the two or three teachers will pretty generally give uncontradictory evidence; so will the church through its minister or church visitor. Exceptions there are, but the general rule holds. There will be, it is true, apparent contradictions between the groups and these must be reconciled by a careful analysis of the evidence to reach the ultimate truth. But there are four groups, and possibly five, where there is possibility of apparent contradictions in the individual groups themselves because in them there may be different points of view or different prejudices. We refer to the man's relatives, woman's relatives, employers, old neighbors (when used) and tradespeople (when used). There is always danger of not reaching the truth unless at least two in each group, if possible, are visited.

The third principle is that apparently irreconcilable contradictions between the groups or within the individual groups means that more investigation is required, to reveal either motives or facts which will reconcile by change or elimination. It is an inexcusable neglect of duty to permit a record to remain permanently in the files with such evidence as will permit one to arrive at opposite conclusions. Somewhere between must be found the truth or else we may not be at all sure whether we are helping or marring the fortunes of the family.

## THE GAINING OF THE BEST RESPONSE.

Come we now to the other purpose, which we have called "gaining the best response from applicants and others." What is meant is that from each one approached we should not only get the facts as they know them, but also draw out of them the uttermost bit of suggestion or advice or proffered co-operation, that will be of use in mapping out the plan of treatment. It makes a great deal of difference how one approaches people, and works upon them, as to what results will be obtained. The writer has heard some investigators claim that they have never been able to do anything with relatives. When one goes down underneath the surface, one finds that some investigations in this class fail because relatives have been approached with a bald question, "What can you give in the way of material relief?" or something of that sort.

Possibly the plan has already been half formed in the visitor's mind, and she does not stretch out long-linked tentacles into the mind and heart of the one visited to see just how, if in any way, he can suggest something better or exactly how he can be of use. Of course, there is no investigator worthy of the name who would stop short of the question regarding relief, but many lack the knack of drawing out the best thoughts of the other fellow. Nay, indeed, the force of the half-revealed plan may drive back into seclusion any half-formed ideas which the other fellow may have had. There are all gradations among investigators between the one who generally draws out the very best and the one who generally only draws out information.

The personal factor counts for a good deal here, but it is by no means the preponderating influence. Some very charming and strong people have been miserable investigators, so far as the drawing out process is concerned. A great deal depends upon the attitude of mind plus, of course, a certain force and ability to thaw out others. But each investigator, within the limits of his own inherent powers, can do his best work if he goes to his sources with his own theories of what the plan may be after all the returns are in, well in the background, asking the other people to use their brains in helping in the suggested solution. Let their ideas about a permanent plan be first sought and let the very last questions be with reference to any possible material assistance which can be offered. Unless, indeed, this has already been settled incidentally in the fore-part of the discussion, as it often is.

Nor is it to be forgotten that discrimination must be used in approaching each possible helper; there must be conception of what his outlook is and so in what particular directions he will probably be of more service either in advice or later co-operation. In dealing with relatives learn the degree of their intimacy with the family, for they may be able either to furnish the possible solution or furnish nothing, according to their nearness to the facts. Teachers can only advise from their outlook upon the children unless indeed they have visited the families. The teacher without the family knowledge who may have a ready-made solution for the rags of the children and objects to charity organization methods which do not furnish at once the aid suggested, may finally see the useful part she can take in frequently reporting the progress or retrogression in the care of the children after the plan which involves forcing the father to work has been put into effect.

It is not our purpose here, however, to analyze the possible help abilities of sources of information, for that will be dealt with in the various articles on "The Use of Different Sources of Information." The one point to be made which is here involved in the philosophy of investigation is the consideration of all personal sources of information as being possible advisors or co-workers in the formation of the right plan and its later execution. In order to bring the best results it is necessary to use, with sources, something of what we have discovered to be the best methods to be pursued in our first interviews with the applicants themselves. That is, after our presentation of conditions as we have seen them, to suggest, to guide the conversation, but not to fire a few crisp questions in a mechanical way, and go away with a certain amount of mechanical information. Thus what little psychological art we may develop has to be used on the employer of labor, as well as upon the applicant who was his employee: upon people, in short, in all grades of society. Investigation thus becomes a searching for the most helpful in everyone we interview for each individual family. It is essentially democratic. It is essentially anti-mechanical.



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# Field Department Bulletin

105 East 22d Street, New York



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## CONFIDENTIAL

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### Ready November, 1909.

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| Friendly Visiting, 40 Cents per Hundred. | Mary E. Richmond |
| Organization in the Smaller Cities, 40 Cents per Hundred. | Alexander Johnson. |
| The Formation of Charity Organization Societies in Smaller Cities, $3.00 per Hundred. | Francis H. McLean. |

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# Field Department Bulletin

Vol. III. NOVEMBER, 1909 No. 2


## LANDLORDS AND CARETAKERS AS SOURCES OF INFORMATION


By Miss Sarah F. Burrows, New York.


[This article refers to Part V, Section I, of the plan for the *Technique of Investigation*, Field Department Bulletin, January, 1909.]

The importance of the investigation of previous addresses has been an open question because of the perfunctory nature of the calls made for this purpose, and the narrow construction many visitors have put upon this particular line of inquiry. There is no doubt, however, as to the necessity of finding out definitely the important mal-adjustment in each individual case before taking any permanent action; and it is of equal help, in understanding the situation, to trace the gradual decline of the family fortune due to these causes, and to see where the line of demarcation was between self-support and destitution that finally brought the family under the care of the charity organization society. The changes indicating the downward trend can be more closely followed by getting into touch with the home life of the family at the various stages of deterioration than in any other way.

Each decrease in the family income affects the standard of living, and the first step in curtailing expenses is to remove to cheaper quarters: the reluctance or the willingness to retrench along this line usually indicates the original standard of the head of the household. The knowledge of how the family adapted itself to the deterioration in environment and surrounding is a very important factor in deciding about the character of the entire family, as it indicates the ideals established and how deep-rooted is the desire to retain a social or moral place when once attained.

The investigator must consider many things when drawing conclusions from information secured at previous addresses. The chief among these are, the type of caretaker interviewed; the standard of living held by such persons; the differences in nationality and religion; result to the housekeeper of the loss of rent if a tenant has moved whilst in arrears; and any peculiar circumstances arising through the departure of a family.

Insight can usually be gained through the housekeeper into the family life; the attitude of the members of the household toward each other, as well as toward their neighbors; the class of relatives or friends frequenting their rooms; the personal habits of cleanliness, temperance, and morality.

Caretakers and housekeepers are seldom above the grade of the average applicant, either socially or intellectually, and often inferior. They are, however, as a general rule, vitally interested in the personnel of the colony over which they have control, and have a keen sense of the conditions which need re-adjustment. The very fact of belonging to the same social class enables them to judge whether or not the mal-adjustment was beyond the control of the family affected. Often an explanation as to how the suf-

ferers could have extricated themselves gives the clue to the reason for existing distress. For example, a housekeeper somewhat above the ordinary caretaker in intelligence, known to be an habitual drinker, volunteered the information that a family under investigation were responsible for their own distress, because "people who can't afford to pay for their liquor haven't any business to drink so much and then complain of hunger." Another instance of a shrewd grasp of a situation was in a case where a second marriage was revealed by following up a statement made by a housekeeper that the woman in question had a hard struggle when first a tenant, but that she got on very well after she remarried. When asked if quite sure of the latter fact, she said, "Well, she was a nice woman, a good mother, very particular with her two little girls, never allowed them on the street after sundown, and was careful of their companions. Such a woman could not have kept a man lodger; her quarters were too small; and the clothing I saw on her lines every wash day was not the kind of clothes that men pay to have laundered." The woman had re-married and had deceived the District Secretary. She frankly acknowledged her mistake when questioned, giving the excuse that she was waiting to see how the venture resulted so far as her little girls were concerned. The judgment of the housekeeper, one of her own class, who saw things clearly, tempered the judgment of the Secretary with mercy.

On the other hand, a housekeeper who kept a grocery shop, gave an excellent reference for the former tenant, who, it was later learned, owed a large grocery bill which was to be paid if the applicant's success in obtaining money from the visitor justified such a course. A family of gentlepeople were severely condemned by a janitor who felt they were both extravagant and peculiar, because they purchased high-grade foodstuffs and would not entertain him occasionally with beer.

The judgment must, therefore, only be reached by the investigator after a very careful study of her informant, but seldom will any statement be made that does not contain at least one significant clue, which, if followed up, will aid in forming a fair conception of the family.

Other important facts to be secured in investigating former places of residence, are the things pertaining to the uplifting or awakening of the family characters; the external as well as internal influences which have a bearing on the daily life, for the environment and surrounding of the tenement dwellers must necessarily leave an impression on the moral as well as the physical health.

It is of grave importance to have actual knowledge of neighborhoods, and a clear conception of local conditions under which people have lived, in order to judge intelligently of circumstances, and to plan successfully for the future well-being of a submerged family. The information to be useful must cover the questions as to whether houses occupied have been unsanitary, with dark hallways used as entrances to liquor saloons, and easy of access to street idlers; if the living quarters have been inadequate, ill lighted, unventilated, and so arranged as to preclude all possibility of privacy; if the ground on which the tenements were erected had been made by the process of filling in with refuse, or if for any other reasons health conditions were below par; if there were attractive places of amusement, only calculated to demoralize the young members of the household; if in the neighborhood there had been proper provision for vacation schools, kindergartens, libraries, vacation and recreation centers, public baths, piers and day nurseries; if there had been settlements and clubs accessible; if the downward trend had been gradual or rapid, as would be shown by the length of time at each address, and which would indicate the efforts made to retain a proper standard of living.

In addition to inquiries of janitors and the general knowledge of neighborhood conditions, very helpful suggestions, as well as information, could be obtained through landlords and real estate agents. The business interests of such men are large, touching almost every side of the industrial world, and for this reason valuable hints as to conditions existing in the various trades could always be obtained through such sources. Their knowledge of individual tenants is not so extensive, but their knowledge of the general character of those residing in houses controlled not only by themselves but by other householders, could always be used to great advantage. The amount of rent in arrears, the ability or desire of tenants to pay promptly, whether in small sums or at once, is very often of importance in passing judgment on the general character of a family. As sources of co-operation, owners and real estate agents are often very useful. When once they have become familiar with the staff in a district office, and with the work carried on by the organization, shelter can sometimes be obtained through appealing to a nearby landlord or agent pending permanent arrangements or further investigation; and revenues of work in many of the trades are often opened up through the same channels.

By keeping in mind all these possibilities, visits to previous addresses may be made the means of securing information of great help in treating the family wisely.



## CASE ANALYSIS

Mr. William H. Pear, the General Agent of the Boston Provident Association, and Miss Alice L. Higgins, General Secretary of the Boston Associated Charities, have been going over a plan which will provide for some analysis of cases. This analysis will be of use in connection with the selection of cases for illustrative purposes from time to time, and will furnish a basis for a survey of the character of work done.

This plan has already been tried out in Philadelphia, so far as topically indexing cases is concerned. It has been possible, therefore, for the Philadelphia Society to furnish valuable data upon a day's notice, with reference to special problems which have come up in that city. Of course, the data have not been comprehensive, but they have been characteristic of the conditions existing. So far as an actual analysis of work is concerned, they only attempt to mark out cases in which certain elements and certain problems appear.

For the topical indexing of cases all that is required is simple 3" x 5" index cards, giving the case name and other identification, with sometimes a summary of a sentence or two.

These are filed under the headings herewith given. These headings, the result of the study of Mr. Pear and Miss Higgins, are a combination of the headings obtained from several different sources.

1. Family where income is adequate.
2. Widow with children.
3. Families where father or mother has an incurable or communicable disease.
4. Desertion and non-support.
5. Breadwinners in jail.
6. Beggars and begging letter writers.
7. Intemperance.
8. Venereal disease.
9. Tuberculosis.
10. Feeble-minded, epileptic, insane.
11. Aged.
12. Cases of accident and occupational disease.
13. Referred by school teachers or where difficulties are a school matter.
14. Immigrants within two years.
15. Bad housing.
16. Unusually incompetent home keeping.
17. Rehabilitation or improved occupation.
18. Transportation.

# LIMITS TO CORRESPONDENCE

One problem which surely deserves the attention of one of the group conferences of the charity organization societies at the National Conference, is the question of their possible exploitation in connection with out of town inquiries received from other corresponding societies, but from those entirely outside of this group.

Some of the larger societies, and doubtless many of the smaller, are feeling the weight and pressure put upon them by the increasing number of such inquiries.

It is more than suspected in some instances that the good nature of the societies has been really imposed upon by purely commercial agencies. Information about organizations or people has been sent by a society in one city to a commercial agency in another, this last agency being paid for the service and the charity organization society doing it gratis.

Another kind of exploitation is well illustrated in the story which comes from one of the Eastern cities where a generally useless relief association has been consistently fighting a charity organization society for years. Yet this relief society writes at will to charity organization societies all over the country and receives information in reply; this means that the charity organization societies are fighting this particular charity organization society by placing an additional weapon in the hands of the relief association. For the association can then claim that it is doing charity organization society work because it is in correspondence with the societies all over the country. If the information thus gathered were actually being used for the benefit of the families involved, the objection just mentioned might not be a fatal one. But it is not used for this purpose; there is no attempt to treat the families adequately; in other words the information is simply gathered for the purpose of giving the relief association a chance to make entirely unsupported claims as to its work.

The above two instances illustrate two kinds of quite apparent exploitation. Would any one question that the answer should be "no" as to further encouragement of such exploitation?

We now come to a third type which is not exploitation, but where there is possibly a point beyond which the ever ready willingness of our people should not go for their own efficiency. We refer to the inquiries received from other than charity organization societies, but from perfectly good and sound associations in other fields of social work; for instance, the children's aid societies and children's institutions of every sort, likewise the public out-door officials, etc. Everyone likes to see this growing development of better investigation, involving more correspondence, but should all this be concentrated upon the charity organization societies themselves, or should the societies by gentle means attempt to induce like to correspond with like, even if results are not as good as when they are used directly? In other words, that one public official should correspond with another, that a children's institution or children's aid society should correspond with another children's institution or children's aid society in another city, and so on through the list. Would not more agencies learn to do thorough work in this way? There would be exceptions, of course, where the like institution or society would not be present. Then should an attempt be made to have anything coming from an institution or department supported by public moneys go to a public official, and those private societies which have no logical correspondent in a place use the local charity organization society?

This is not a discussion of the subject at all but simply an opening up of it. It would seem as if this were one of the most important questions which could be considered by the charity organization societies at the next general conference. In the mean time, we would welcome comments and opinions from any of those who are actively engaged in the work or who are serving upon committees.



# CHANGES IN DIRECTORY

Below are given recent changes in the directory of charity organization societies. It is suggested that some one in each of the offices make these changes in ink upon the copy of the directory now held. The next issue of the directory will not come out until somewhat later. In each case the whole entry for the society is given so as to prevent confusion.

## SOCIETIES IN THE UNITED STATES.

| City. | Society. | Secretary. | Address. |
|---|---|---|---|
| Aberdeen, Wash. | Asso. Char. | B. N. MacLafferty, M.D. | Wishkah & G Sts. |
| Bangor, Me. | Asso. Char. | Mrs. J. F. Tewksbury | 28 Autumn St. |
| Berkeley, Cal. | Char. Org. Soc. | Miss Mabel Weed | 2008 University Ave. |
| Billings, Mont. | Associated Charities | J. Witham | 312 N. 28th St. |
| Birmingham, Ala. | Asso. Char. | W. E. Urquhart | |
| Bloomington, Ind. | Asso Char. | Mrs. M. Waldron | |
| Boulder, Colo. | Asso. Char. | J. H. Shrieber | |
| Buffalo, N. Y. | Char. Org. Soc. | Frederic Almy | 19 Tupper St. |
| Canon City, Colo. | Asso. Char. | Mrs. A. H. McLair | Reynolds Heights. |
| Chicago, Ill. | United Charities | Sherman C. Kingsley | 51 La Salle St. |
| Columbus, Ga. | Associated Charities | Delmer Shepherd | 5 W. 12th St. |
| Denver, Colo. | Char. Org. Soc. | Mrs. S. Izetta George | 1420 Champa St. |
| Detroit, Mich. | Asso. Charities | James B. Williams | 69 Lafayette Blvd. |
| El Paso, Tex. | Women's Asso. Char. | Miss F. Harrison | County Court House. |
| Erie, Penn. | Bureau of Char. | Mrs. Georgie W. Low | 156 E. 5th St. |
| Fargo, N. D. | Asso. Char. | O. E. McCracken, Agt. | |
| Flushing, L. I. | United Workers | Mrs. E. P. Lawrence | 47 Amity St. |
| Frankfort, Ky. | Asso. Charities | Miss L. Redding, Supt. | Y. M. C. A. Rooms. |
| Hamilton, Ohio | Asso. Char. | Miss Belle F. Radley | 24 No. 10th St. |
| Jacksonville, Ill. | Asso. Char. | Mrs. Weller | 3 Farrell Bldg. |
| Jersey City, N. J. | Org. Aid Assn. | Miss Anita Grish | 76 Montgomery St. |
| Kankakee, Ill. | Asso. Char. | Miss Martha L. Hutten | 11 Arcade Bldg. |
| Knightstown, Ind. | Char. Org. Soc. | Mrs. N. W. Wagoner | |
| Kokomo, Ind. | Asso. Char. | Miss Julia Sterne | City Bldg. |
| La Crosse, Wis. | Humane Soc. & Asso. Char. | Chas. H. Berry, Mgr. | 1318 Charles St. |
| Long Beach, Cal. | Asso. Char. | H. Geo. Cooley | Box 315. |
| Louisville, Ky. | Asso. Char. | Miss Harriet E. Anderson | 221 E. Walnut St. |
| Lynchburg, Va. | Char. Org. Soc. | Miss Jessie Forbes | |
| Malden, Mass. | Asso. Char. | Mrs. E. S. Macdonald | 15 Ferry St. |
| Milton, Mass. | Social Service Com. of Woman's Club | Mrs. R. Stebbins | 96 Morton Road. |
| Muncie, Ind. | Asso. Char. | Miss L. Anderson | 34 Johnson Block. |
| Monmouth, Ill. | Asso. Char. | Miss Mabelle Beverly, Supt. | |
| Nashville, Tenn. | United Charities | Miss Fannie Battle | 418 6th Ave., North. |
| New Albany, Ind. | United Charities | Miss Mary T. Austin | |
| New Haven, Conn. | Org. Char. Assn. | S. Preston, Agt. | 200 Orange St. |
| New Rochelle, N. Y. | Org. Char. Soc. | Miss Helen B. Sweeney, Agt. | 6 City Hall. |
| Norfolk, Va. | United Charities | Miss M. G. Phillpotts | 135 Cumberland St. |
| Oakland, Cal. | Asso. Char. | Mrs. Frances B. Lemon | 808 Broadway. |
| Ogdensburg, N. Y. | Asso. Char. | Rev. E. L. Sanford | 54 Caroline St. |
| Orange, N. J. | Bu. of Asso. Char. | Robt. G. Paterson | 124 Essex Ave. |
| Pasadena, Cal. | Asso. Char. | Miss Susan Vallier | 65 N. Raymond Ave. |
| Paterson, N. J. | Asso. Char. | Miss Jessie M. Hixon | 320 Masonic Bldg. |
| Pawtucket, R. I. | Char. Org. Soc. | Arthur M. Dewees | 1 City Hall. |
| Philadelphia, Penn. | Soc. for Org. Char. | Porter R. Lee | S. E. cor. 11th & Walnut Sts. |
| Phoenix, Ariz. | Asso. Char. | Miss C. G. Gilchrist, Supt. | 119 W. Adams St. |
| Plainfield, N. J. | Org. Aid Assn. | Miss Mabelle Phillips | 544 W. Front St. |

| City. | Society. | Secretary. | Address. |
|---|---|---|---|
| Portland, Me. | Asso. Char. | Francis H. Hiller | Rm. 17, Court Sq. Bldg. |
| Racine, Wis. | Asso. Char. | Mrs. A. W. Bartholomew | 816 College Ave. |
| Rochester, N. Y. | Soc. for Org. Char. | Mrs. H. D. Arnold | 218 Alexander St. |
| Rock Island, Ill. | Asso. Char. | Miss Dina Ramser | Y. M. C. A. Bldg. |
| Sacramento, Cal. | Asso. Char. | Mrs. J. H. Moore, Rgr. | 603 I St. |
| Salem, Mass. | Asso. Char. | Miss Ida A. Green | 252 Essex St. |
| Salem, N. J. | Soc. for Org. Char. | Miss A. H. Van Meter | 121 W. Broadway. |
| Spokane, Wash. | Asso. Char. | Geo. H. Holliway | City Hall. |
| Springfield, Ohio | Asso. Char. | Mrs. W. M. Harris, Supt. | Court House. |
| Stockton, Cal. | Asso. Char. of San Joaquin Co. | | Court House. |
| Utica, N. Y. | Women's Christ. Assn. | Mrs. Sarah Griffith | 517 State St. |
| Waterbury, Conn. | Char. Org. Soc. | H. L. Udell | Cowell-Guilfoile Bldg. |
| Winchester, Ky. | Asso. Char. | Rev. C. E. Crafton | 139 E. B'way. |
| Yonkers, N. Y. | Char. Org. Soc. | Albert L. Jones, Gen. Secy. | 38 Palisade Ave. |
| Youngstown, Ohio | Char. Org. Soc. | J. M. Hanson | 102 E. Front St. |

## GREAT BRITAIN AND DOMINIONS.

### Africa.

| City. | Society. | Secretary. | Address. |
|---|---|---|---|
| Cape Town | Cape Peninsular Char. Org. | C. L. Couper | Town House, Burg St. |

### NAMES TO BE TAKEN OUT OF DIRECTORY.

| City. | Society. | Secretary. | Address. |
|---|---|---|---|
| Everett, Mass. | Associated Charities | | |
| Mobile, Ala. | Associated Charities | L. H. Putnam | P. O. Box 337. |
| Streator, Ill. | Associated Charities | Mrs. J. C. Barlow, Pres. | W. 16th St. |
| Bayonne City, N. J. | C. O. S. Day Nursery | Mrs. James Benny | Gloucester St. |
| Annapolis, Md. | Associated Charities | | |
| Halifax, N. S. | Asso. for Improving the Condition of the Poor | | 64 Argyle St. |
| Memphis, Tenn. | Field Department will furnish correspondents on request. | | |
| Bridgeport, Conn. | Asso. Char. | Mrs. J. Torrey | 192 Golden Hill St. |
| Springfield, Mo. | Asso. Char. | T. R. Seaton | |

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# TRANSPORTATION CODE

A revised edition of the transportation code, including a new list of signers has recently been sent to all societies who have signed the agreement. It was found necessary in making out the new copy of the code to change a few of the words used as symbols for the various questions. Will all signers kindly use the new edition in making telegraphic inquiries in order that no difficulties may arise in regard to the meaning of the telegram?