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# CHARITY ORGANIZATION BULLETIN

FOR THE CONFIDENTIAL USE OF  
CHARITY ORGANIZATION SOCIETIES BY THE  
CHARITY ORGANIZATION DEPARTMENT

OF THE  
RUSSELL SAGE FOUNDATION, 130 E. 22D ST., NEW YORK

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MISS M. E. RICHMOND, DIRECTOR

FRED S. HALL, ASSO. DIRECTOR

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VOL. V.  
(NEW SERIES)

DECEMBER, 1913

No. 1

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## A CONFERENCE ON FINANCIAL METHODS

The importance of good financial methods in charity organization work was emphasized during October last, when the Charity Organization Department asked fifteen societies if they wished to send representatives to an all-day conference which it was proposed to hold in New York City on this subject. The conference was held October 11th, and proved so helpful that similar ones are sure to be held in the future. It had to be small enough for informal discussion about a table, hence invitations were sent only to the societies in the largest fifteen cities in the country, omitting the two that are too far away to send representatives—San Francisco and New Orleans. Since the National Conference in Cleveland most of these societies had been affiliated in a loose organization, known as the "Financial Exchange," for the interchange of financial methods and results. At the conference in October, twelve of the fifteen societies were represented, some by their financial secretaries, some by their general secretaries, and some by both. The cities represented were New York, Brooklyn, Philadelphia, St. Louis, Boston, Cleveland, Baltimore, Pittsburgh, Detroit, Cincinnati, Newark, and Washington.

No addresses were delivered and no papers read. Topics for discussion had been sent in to the Department by several of the societies and these were taken up in turn.

### I. IS IT ADVISABLE TO APPEAL TO GENERAL WORK CONTRI-

BUTORS, AS WELL AS TO NON-CONTRIBUTORS, FOR RELIEF FOR SPECIAL FAMILIES? As a rule the societies represented, except Baltimore and Brooklyn, had made no appeals of this sort, the feeling evidently being that, if general work contributors were appealed to for special families, the renewal of their gifts to the general work might be interfered with or their contributions to the general work might be reduced. The experience in both Baltimore and Brooklyn was rather recent, but it was felt that no reduction in general work support had resulted. The discussion which followed brought conviction to several present that the plan was worth trying. It was shown that few general work contributors understand what the "services" really are which the societies render to the poor and that there is no way in which this can be shown so effectively as by means of a special family story. When people have contributed for the relief of special families, they are likely to read somewhat carefully the reports sent to them in regard to these families. It was held that if the reports sent are educative, if they emphasize the services rather than the relief given, there should be no fear that general work contributions would be reduced—at least not in the total; probably the total would be increased.

Mr. Hall presented figures made up by tracing, through four successive years, the contributions made by 60 persons in Buffalo who, in the first year, had given only to the general work of the society. It was shown that Buffalo's plan of appealing to these givers more or less for relief contributions had resulted in obtaining from them, during the four years, 55 per cent. more money than would have been obtained had each person given in each of the four years the amount given the first year. On the other hand, the number of general work contributions received during the four years was 34 per cent. less than the theoretically perfect record—240 such contributions, during the period, from the original 60 givers. This general work shrinkage is probably somewhat greater than usual, but it was pointed out that in this instance the relief appeals were not exclusively for contributions to special families, with the opportunity for reporting back which special family work makes possible, but were in part appeals for general relief.\*

Most societies that use special family appeals now aim in their reports to the contributors to put the emphasis, as suggested above, upon the services which they have rendered. One such letter was read, together with the suggestion of a member of the conference that a paragraph might advisably be added to this letter and might be adapted so as to be added more or less regularly to all such letters. The paragraph was as follows:

"When people criticize us for the proportion of our budget which goes into

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\* As a further explanation, the financial secretary says, "We get a great number of contributions which come to us without any directions whether they shall be put in our relief fund or into our general working fund, and I am sure that if a different person had been in charge of the work different results would have been shown."



'salaries,' it is not easy for us to explain why this must be so to do our work right. I hope you will help us explain this point to any doubters that you meet, for you have seen just where the 'salary money' goes—the repeated visits to the landlord, to the ladies of the 'Mothers' Auxiliary' and of the Ladies' Aid Society, the addresses delivered before churches, clubs, etc., through which we get volunteer 'friendly visitors,' such as the one who did such good work in this family. These 'services' are surely relief of the best kind, but in our bookkeeping they have to count as salaries, or, as some people call them, 'administrative expenses.'"

The italicized words in the above paragraph referred to services which had been rendered to the family in question and had been mentioned earlier in the letter.

2. EXTENT OF SPECIAL FAMILY APPEAL WORK. Much variation was shown in regard to the extent to which the societies have adopted special family financiering. In Boston, of the total amount raised for relief, it appeared that 43 per cent. was obtained for special families from people in the community who were unknown to the families aided and, except for the society's efforts, uninterested in them. The remaining 57 per cent. was also raised for special families, but came from employers, relatives, etc. In other cities the percentage was smaller, while in a few cities hardly any of the society's relief money was raised in this manner. It was the firm conviction of the societies which had had the most experience in this kind of relief money raising, that it is the kind which should be the most encouraged, both because of the opportunity it offers to educate the giver and because it reduces the tendency to neglect more natural sources which has long been recognized as resulting from the presence of a large general relief fund.

3. METHODS OF SPECIAL FAMILY APPEAL WORK. In most societies represented a considerable number of letters are sent out—50, 100, or even 200—describing the situation in a single family and asking for aid for it. In Boston, however, one person only is appealed to—naturally, therefore, a picked person—for the money needed for the particular family. In Boston also the person appealed to is ordinarily asked to give regularly each week or month for a specified period, while in most other societies a single contribution is usually asked for, several gifts being combined to cover each family's needs. When more is received for a family than is needed, the general practice is to inform the giver to that effect and ask if the money may not be applied to the relief of another family, whose circumstances are then usually described. It is rare that a giver refuses to make such a transfer and asks to have the money returned.

Practically all the societies appeal to non-contributors for special family relief, and practically all also give such persons an opportunity to make an additional contribution later on—another year, it may be—to the general work of the society. It is recognized that almost always appeals for special family relief bring much larger financial returns than appeals for general work, and special family givers are regarded, therefore, as a source from which new contributors may be obtained to the

fund which it is harder to fill. One or two societies have even adopted the plan of asking special family contributors, a year after their gift, if they will not give instead, the second year, to the society's general work. Most societies, however, aim to get such givers to give to general work without discontinuing their special family contributions.

Emphasis was placed on the importance of care in the preparation of the special family appeal letter. Conferences with the visitors who had had such families under care are the practice in some societies. In others, where the number of families appealed for is large, the visitor is asked to fill out a somewhat detailed form in regard to the situation in the family, and on the basis of this the appeal letter is written.

4. NEWSPAPER APPEALS FOR SPECIAL FAMILIES. In regard to special family appeals in newspapers, there is considerable difference of opinion and practice. New York, Brooklyn, Baltimore, Washington and Newark use this method of appealing, and report that it is effective in getting money and that they see no harmful results. On the other hand, Philadelphia, St. Louis and Boston make no use of the procedure. Mrs. Alice Higgins Lothrop's opinion on this subject, though not presented to the conference, may be quoted here, as explanatory of Boston's attitude:

"We have never used the newspapers in making appeals for particular families. We have believed that it was almost impossible to publish the appeals giving facts enough to be educational to readers without making identification possible or encouraging applicants. I know there are many cities that believe this can be done, but most of the samples of appeals in these cities that we have been privileged to read have not been educational in character."

A further disadvantage felt in some cities was the belief that the plan, if tried, would immediately be imitated by other relief-giving societies in the city, and the charity organization society would find its appeals printed beside those from societies the work and standards of which might be of a type of which the charity organization society could not approve. Such an outcome, it was believed, would tend to disorganize charitable giving.

Several societies have had successful experiences with special Christmas appeals. A group of 12, 50 or 100 special family stories are printed in a paper with which co-operation is obtained, these appearing sometimes in but one issue and at other times every day for a week or more. In Baltimore for several years "Twelve Christmas Opportunities" appear day after day in a selected newspaper until the entire amount is obtained. When the amount needed for a given family is obtained, that fact is printed in the space where previously the family story has appeared. People thus watch the page on which these stories appear in somewhat the way in which a bulletin board is watched. The number of families still unprovided for shrinks each day, of course.

5. RESPONSIBILITY OF DIRECTORS AND OF THE SECRETARY OR FINANCIAL SECRETARY. There was general agreement that the directors of a society are responsible for the raising of its funds; but it was contended that the secretary (or the financial secretary) is also responsible; that there is, in fact, a joint responsibility. Miss Richmond

held that no one knows the opportunities and needs for new work so well as the general secretary, and that, in the same way that he has a responsible relation to all other departments of work, he should help to guide financial policies also. If he is relieved entirely from financial responsibility, as has sometimes been done, the directors are not so likely to authorize new expenditures for things that he sees the need of but that they, considering finances apart from him, do not.

All agreed that the secretary ought to find ways in which directors and members of the finance committee can help most easily and most effectively. The effectiveness of calls by directors upon their friends, or personal letters written by directors to their friends, was admitted; but one secretary, at least, pointed out that such gifts are more or less extorted through bonds of friendship and obligate the director to give later on to his friend's special charities. In a word, contributions of this sort are not obtained educatively. Directors, it has been proved, are willing sometimes to call on acquaintances if accompanied by the secretary, when they would be unwilling to do this alone. They realize that the secretary has the facts at his tongue's end and can do most of the talking, their principal part being to furnish the entrée and gain favorable consideration for the subject. The man interviewed is impressed by the fact that his business acquaintance cares enough about the society to make a call upon him in regard to its work. As against this plan, one secretary referred to an occasional experience when the director said things that did more harm than good. One secretary enumerated the following ways in which directors assist in the financial work of his society: Give advice on request; write letters of introduction which the secretary may present when calling upon a possible contributor; write personal letters to acquaintances, especially in cases where large amounts are asked for; sign letters of appeal that are sent to persons from whom it is hoped to get large amounts, at least \$25 or \$50.

The point was made that secretaries are to an extent responsible for their directors' hesitancy in approaching their friends for contributions, this being due somewhat to the fact that the directors do not feel themselves able to talk very convincingly in regard to the merits of the society's work. To this end, it was held that they should be brought into closer contact with case work, either through their assuming personal relations with a family under care, or through the presentation, at board meetings, of the family problems met with. This presentation might sometimes be made by the visitors in charge of particular families. Finally, it was concluded that directors should be induced to contribute to some special family, even if the amount given is small. It was contended that, though the knowledge of case work that could thus be obtained would ordinarily be slight, directors would nevertheless get from the reports on "their families" what salesmen call "talking points." The families in which they are interested become their standing illustrations in telling their friends what the society stands for and how it differs from a mere relief-giving organization.

6. FOLLOWING UP CONTRIBUTORS FOR RENEWALS. It appears that nearly all of the twelve societies represented aim to ask their general work contributors for renewals approximately twelve months after each contribution. Usually also the amount contributed the preceding year is stated, though some societies doubt the wisdom of this procedure. In Pittsburgh the amount of the previous gift is not stated if it was under \$5, in the belief that in such cases the renewal may be larger than the original amount; but the amount previously contributed is stated if it was \$5 or over. A test was reported from Brooklyn; it was said that where the amount previously given was omitted, the renewals showed decreases more often than was the case when that amount was stated.

Emphasis was placed upon the great importance of following up those who do not renew in response to the first or even the second request. As a measure of one's success in this particular, it was agreed that every society, at the end of each year, ought to calculate the percentage of its loss in contributors—namely, the proportion of its contributors of the previous year that have failed to renew in the year just ended. This is not at all the same thing as a comparison of the total number of contributors in the two years. Mr. Hall presented figures compiled from annual reports which seemed to show that partly as a result of inadequate follow-up work, and partly also because of a failure to realize the importance of all-the-year-round educative work with contributors, some societies had a thirty-five or forty-two per cent. loss, while in other societies this loss had been reduced to eight or ten per cent. It was agreed that, in well established societies at least, something in the neighborhood of the latter figures should be regarded as the normal. It includes losses due to death and removal from the city, as well as losses which might have been avoided by more careful methods of work.

7. AFTER-CARE OF CONTRIBUTORS. Much emphasis was placed upon the importance of communicating with contributors on other than financial matters, one secretary, of long experience, advocating communications as often as once each month or every other month during the active season. One of these might be the annual report, another a letter asking for the contributor's help in some civic movement (not financial help); another might be a short news-letter, informally worded, calling attention to some important event which had just taken place in the society's work. The aim should be to make such communications attractive and timely. Fear was expressed that contributors would criticize the spending of money in this way. Those who had tried the plan stated, however, that no important criticism had been aroused. It was held that the large number of failures to renew, from which some societies suffer, is to an extent to be ascribed to their failure to keep contributors in touch with what is being done, by using some such methods as suggested. After twelve months of this educative work, a renewal request is much more likely to meet with response. One member of the

conference pointed out that new contributors are the hardest to get renewals from and that, therefore, he had sent his educative communications to new contributors and to the large contributors whenever, because of lack of time or funds, it was impossible to follow this course with all contributors.

8. METHODS OF PREPARING AND PURGING THE NON-CONTRIBUTORS' LIST. The following sources of names for non-contributors' lists were mentioned:

- Telephone book. (Names selected by noting the character of the street.)
- Contributors to other societies.
- Directory of directors.
- Dun's or Bradstreet's rating books.
- Club lists.
- Taxpayers' lists.
- Opera and concert subscribers.
- Names mentioned in society news items.

All reported a periodic revision of their non-contributors' lists, the cards being compared with both directory and telephone book and names not found being discarded. This revision, it was held, ought to be made annually at least. The elimination of names which had been appealed to several times for a period of years without success evidently presents a difficult problem. One society periodically eliminates names by a card-by-card inspection, names from a source regarded as a good one financially being retained for more appeals than names from a source regarded as unpromising. Pittsburgh reported an effort (along the lines described by Mr. Ufford, of Washington, in the April BULLETIN for 1912) to test a much used non-contributors' list by sending to each person a paid postal card on which the non-contributor was asked to indicate, among other things, whether or not the society should send him any further appeals. The number of cards returned was so very few that nearly all of the names have been retained on the list.

Only one of the twelve societies represented maintains no card list of non-contributors to whom appeals are sent. Typewritten lists are made instead and used as long as it is deemed advisable. This procedure was disapproved by representatives of the other societies because of the difficulty of avoiding duplications. The task of comparison, it was held, would become enormous when a large number of lists has accumulated.

9. RECORDING RESULTS OF APPEALS TO NON-CONTRIBUTORS. Most societies, it appeared, have adopted the plan of keeping a permanent collection of appeal letters, either pasted in a scrapbook or filed securely in a binder. Attached to these letters are samples of the enclosures used or reference to such enclosures. General consent was given to the contention that on each appeal letter to non-contributors should be endorsed (a) the date sent, (b) the number of letters sent, (c) the designation of the list used or its general character, and (d) the cost of the

letter, including the cost of all enclosures and an estimate of cost of the office clerical services. Some secretaries hold that if the cost per letter is carefully recorded for a series of letters, and it is found that these figures do not vary much, the cost of later letters might be estimated except when an unusually expensive or an unusually inexpensive enclosure is used. One secretary expressed decided doubt as to the advisability of relying on such an estimate. It was also agreed that at a specified time, probably one month after the appeal is sent out, a count should be made of (a) the number of contributions received, and (b) the amount received, these two figures then being recorded upon the appeal letter. It was agreed to interchange the statistics so obtained, this being done in connection with the copies of letters of appeal now being interchanged through the "Exchange Branch."

10. THE ESSENTIALS OF A GOOD FINANCIAL LETTER. At the suggestion of a member of the conference, the Department prepared an outline with the above title, and, although there was not sufficient time at the conference to learn how many of the points mentioned met with general approval, the outline has since been distributed to the societies, and the opinion of most members has been obtained in writing. The outline as given below, with the qualifications stated, met with general approval.

#### I. LETTERS TO NON-CONTRIBUTORS

##### 1. Physical Features.

- a. Short—*i.e.*, not over two-thirds of one page. (All but two societies agree that this is usually best. Brooklyn dissents.\*)
- b. Easily read—double spaced if the page is broad. Single space is satisfactory on a narrow page or on a broad page if the margins are so broad that the body of typewriting is narrow.
- c. Name of the person addressed, street and number and city to be filled in, always matching perfectly.
- d. Pen signature or one that looks like it.
- e. Never use a letter-head with a quantity of names on it, or with pictures on it. (One society feels that this is not always objectionable.)
- f. Vary the letter-head occasionally when appealing several times to the same people. (St. Louis and Boston do not agree.)

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\* "The C. O. S. appeal," it contends, "should be based upon the principles of the sales letter. Walter Dill Scott, Truman DeWeese, Roland Hall, Sheldon and others who are considered authorities on salesmanship all agree that a good sales letter should contain these essentials: (a) Winning the reader's favorable attention, (b) gaining interest through description, (c) creating desire by appealing to one or more of the senses, (d) persuasion or getting your reader to think as you think, (e) the summing up and inducement to action. Is it possible to incorporate these various steps on such a vast subject as C. O. S. work in a short letter?"

*Comment.* It is probably *not* possible, if there is to be no enclosure. A letter as short as two-thirds of a page, however, ordinarily presupposes an attractive enclosure. Special family appeals are probably made less attractive by a leaflet enclosure, hence such letters need instead to be longer than a general work appeal letter.

- g. Have no underscoring, "all capital" phrases, or extra colors. (Brooklyn would allow underscoring, etc., of not more than two words to a page; Baltimore and Newark also a "moderate use of this means of emphasis.")

2. Contents.

- a. State facts—not promises or generalities.
  - b. Avoid the "wolf" cry, "debt to be wiped out," etc. Use this only privately, if at all, and with a few large givers.
  - c. Feature "you" rather than "we" in the wording of the letter, especially in its first sentence.
  - d. Have a conclusion which makes a definite request.
  - e. Ordinarily do not refer to the previous letters that have been sent and have been unheeded.\*
3. The Leaflet Enclosure. (Some doubt was expressed by Pittsburgh as to the advisability of ever having such enclosures.)
- a. Short—not over eight pages—and no close printing. (New York, however, sees no objection to a sixteen-page leaflet.)
  - b. No pictures of families under care by the societies. (St. Louis and Cincinnati dissent.)
  - c. No cartoons of families. (New York holds that conceivably a good cartoon might not be objectionable, but many now used are. Boston has had good results with a homeless man cartoon.)
  - d. Diagrams are good if they show only one or two facts; otherwise they are bad because not easily grasped.
  - e. Printed matter on third page of double-sheet letter, or on the second and third pages, is sometimes a good substitute for an enclosure. (Brooklyn, Boston and Detroit dissent.)

4. Other Enclosure.

- a. No return envelope.† (Dissents were recorded from Brooklyn, Philadelphia, Baltimore, Boston, Detroit, St. Louis, Newark and New York; Cincinnati "in doubt." Only one society agreed, Pittsburgh.)
- No contribution slip. (Dissents from Detroit, St. Louis, Newark and New York.)

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\* New York and Brooklyn both point out what will probably meet with general approval—that in special family follow-up letters, the reference to the previous letter is quite desirable. Brooklyn illustrates it as follows:

First letter:

Dear Mr. Jones:

Can you imagine two little children aged 4 and 7 being parted from their mother, and being sent to an institution? It can be prevented—Let me explain.

Second letter:

Dear Mr. Jones:

I am quite sure you will be glad to know that the two little children, about whom I told you on January 2d, will not be sent away from their mother to an institution."

† The objection to the return envelope and to the contribution slip is that their presence helps to make the receiver feel that he is being circularized. Those who omit these enclosures believe that this damage more than offsets any gains. Who will make a test (and report to us the results) by splitting his list and letting one half get these enclosures and the other half have none?

## II. LETTERS TO CONTRIBUTORS

Same as above except that the letter, at least the first one each year, asking a renewal, should be even shorter. Assume that the giver is convinced and wants to renew. (Dissent from Brooklyn,\* Pittsburgh and Detroit.)

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A GOVERNMENT REPORT ON OFFICE SYSTEM.—Readers of the BULLETIN may not all be aware that the President's Commission on Economy and Efficiency, after making a thorough study of the subject of handling correspondence, has issued a report (Circular number 21), copies of which, so long as the supply lasts, may be had on application to the Civil Service Commission at Washington.

The study includes methods used in a number of large business offices in addition to the procedures in use in the government offices at Washington. The following outline indicates the character of the report:

- (a) Vertical flat filing.
- (b) Briefing.
- (c) Subjective classification of correspondence.
  - (1) The decimal classification.
  - (2) Monetary saving possible.
- (d) Registers of correspondence.
- (e) The press copy *versus* the carbon copy.
- (f) The dictation machine.
- (g) Mailing machinery.
- (h) The window envelope.
- (i) Rearrangement of form blanks.
- (j) Elimination of salutation and complimentary close in inter-office correspondence.

Mr. Hall wishes to record his disagreement with the Commission's conclusion in regard to subject classification of correspondence, at least in so far as the correspondence of charity organization societies is concerned, and will be glad to express his reasons for this to any who may be about to change the system they are now using.

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\* "Is it good business," Brooklyn asks, "to 'assume that the giver is convinced and wants to renew,' or is it better to strengthen his interest at such a logical time as his renewal date, by a convincing 'Reason why' letter, that proves to him that his gift was a good investment? A first year contributor who received a 250-word letter asking for a renewal, wrote to us, enclosing his check, 'I am not sending back your letter as you asked me to do, but I am sending it to a wealthy friend, whom I hope to interest.' Another wrote, 'We are old contributors and are very much pleased with your letter. Will you kindly send us several copies, as we believe they would open the eyes of some people to the nature of the good quality of your work. The writer has been a member of the C. O. S. of — [a nearby society] almost from its inception.'"

*Comment.* The above contention is really not at variance with the policy underlying the short letter that asks for a renewal, for that letter presupposes that during the contributor's "year" there has been the educational work which Brooklyn would put into the renewal letter itself.



# CHARITY ORGANIZATION INSTITUTE

for the season of 1914

## SECOND ANNOUNCEMENT

As the date of the beginning of the National Conference of Charities at Memphis has been fixed for May 8th, the fifth Charity Organization Institute will convene in New York City on Wednesday, May 20th, and will continue for four weeks thereafter.

This Institute has the advantage of gathering together a really homogeneous group of workers, all of whom have had practical experience and some of whom are leaders in their several communities. Many things can be taken for granted with such a membership, and it is capable of utilizing to the full the technical studies of the staff of the Charity Organization Department and the field experience of Mr. McLean.

Membership in the Institute, which is by invitation, is limited to twenty executives and case workers in charity organization societies. There is no fee.

Further information by correspondence.

Address

MARY E. RICHMOND, *Director*,  
CHARITY ORGANIZATION DEPARTMENT,  
Russell Sage Foundation,  
130 East 22d Street, New York City.

A CASE-WORK STUDY THAT EVERY CHARITY ORGANIZATION WORKER  
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SOCIETIES IN 1910

BY  
MARY E. RICHMOND, DIRECTOR,  
AND  
FRED S. HALL, ASSOCIATE DIRECTOR,  
CHARITY ORGANIZATION DEPARTMENT  
RUSSELL SAGE FOUNDATION



CHARITY ORGANIZATION DEPARTMENT OF THE  
RUSSELL SAGE FOUNDATION  
130 EAST TWENTY-SECOND STREET  
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CHARITY ORGANIZATION SOCIETIES  
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RUSSELL SAGE FOUNDATION, 130 E. 22D ST., NEW YORK

MISS M. E. RICHMOND, DIRECTOR

FRED S. HALL, ASSO. DIRECTOR

VOL. V.  
(NEW SERIES)

JANUARY—FEBRUARY, 1914

Nos. 2 & 3

## CASE PROBLEM NUMBER

NOTE.—A number of the charity organization societies of the country have written to the Charity Organization Department, from time to time, submitting some problem in case treatment that has puzzled them in connection with an individual case. It has not always been possible to give these requests prompt attention or all the careful study that they deserve, but, to the limit of its ability, the Department is very anxious to be helpful to case workers. The three problems given in this number and the replies illustrate this side of the Department's work. It would appreciate any criticisms of the answers here given. Only in a multitude of such counsels is there safety.

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## LARGE FAMILY AND SMALL WAGES

A GOOD many months ago a C. O. S. secretary asked, "What is the duty of an Associated Charities toward the following family? If this were an isolated instance the problem might be easier, but we have a number of similar cases. The family consists of Mr. B., aged 32, and his wife, 27, and their six children aged respectively 10, 8, 7, 6, 4, and 2. Mr. B. is decidedly undersized, has no trade, is at present working in a lumber yard making \$9 a week, which is as much as is commonly paid in this city to laborers, and is probably as much as his capacity will permit him to earn. Their rent is \$8 per month. Mrs. B. says she cannot feed the family on less than \$6 per week. We doubt if she can keep them healthy on this amount. At least she has not succeeded in so doing, although she seems to be a careful buyer and uses good judgment and is a good mother. It is perfectly obvious that the family cannot maintain a decent standard of living under the circumstances."

This puzzling question was submitted to a dozen of the charity organization societies for comment. Eight responded. Four of these eight societies were in large cities, three in cities of medium size, and one in a small city. Five of the societies held staff meetings on the subject and reported the results of their discussions; one asked all of its district secretaries for written comments and forwarded their letters. The other two sent the opinions of their general secretaries only.

No one expected the combined wisdom either of all the societies consulted, or of all the social agencies in the country, to solve this problem. When the complete solution comes it will have been worked out by the shop, the school, and the community after many trials and repeated failures. Meanwhile there are B. and the little B.'s to be thought of. If we do our very best with and for them and for others like them, if we record the results and then make full use of the record, can we hasten appreciably the real solution?

### SUGGESTIONS OF THE SOCIETIES

Beyond agreeing that charity must help in sickness and in other emergencies, there is no one point upon which the eight societies are united.

Two cities emphasize the size of the B. family and urge that there should be no more children. In one of these, two workers would relieve the family regularly with this as a definite understanding. But one worker in the other society writes, in dissent from the opinion that the size of the family should be limited, which was expressed by a majority of her colleagues, "This is a thing that can be reached only through the gradual formation of public opinion and the sifting through of some such consciousness to the individual man and woman."

Five cities would give no regular allowance, and no relief of

any kind except in sickness or for an interim period during which the first plan of action was being formulated. Two cities (the smallest heard from, as it happens) would relieve regularly. "There is but one thing to do and that is to supplement B.'s earnings with the necessary aid to maintain proper standards," says one. The reply of the other is given in full. It is as follows:

It would appear to be impossible to make such a family as the one described self-supporting until some of the children are old enough to earn.

Of course, the wife and mother could add to the family income, as is a common practice, by going out one or two days a week to do washing or scrubbing, the younger children being cared for at a day nursery; but the wisdom of this course is decidedly questionable, since it leaves the children that are too old for the nursery uncared for, and is on the whole demoralizing to the home and is practically certain to lower the standard of home life. Therefore, the income must be supplemented or the children will grow up undernourished and otherwise inadequately provided for, and the industrial efficiency of the parents will not be maintained.

On the whole, it would seem to us best that the family be kept together and that they should receive adequate treatment—adequate relief with adequate supervision.

This would mean the stimulating of the husband and father to do his utmost toward support; giving the wife and mother such help and advice as she needs in household management; (if she can do a little work at home, sewing or washing, that will not interfere too much with the proper care of her own household, well and good); studying the health, character, temperament and ability of each child, through personal acquaintance, through day and Sunday school teachers, school physician, etc.; giving vocational guidance when the right time comes; providing wholesome social life for the family; doing everything possible to strengthen the family tie and stimulate a sense of responsibility, using the church, if possible, as a moral and spiritual agency to this end. All this should savor as little as possible of paternalism, however.

Material aid should be sought as far as possible from natural resources, but if these are insufficient, it should be organized from supplementary sources, public relief being used only as a last resort.

The dangers involved in this plan of action are great, but serious risks are unavoidable under any plan. Any course must be recognized as a choice of evils, and if this plan is carried out with sufficient skill, the results are not likely to be worse than they must be whatever action is taken, or if we try to evade responsibility by failing to act at all.

What is the alternative? Is there any gain to the family or to society in allowing children to grow up underfed, underclothed, and in unhealthful and possibly immoral surroundings, with the almost inevitable result of industrial inefficiency, susceptibility to disease, mental and moral weakness, low standards of living and the reproduction of weaklings?

Few cases of this kind are dealt with in this way, not merely because our material resources are inadequate, but chiefly, perhaps, because we have not the character, the skill in personal service, to compass the ends aimed at.

Most of the societies would not agree that the "probably as much as his capacity will permit him to earn" of the original statement was at all final. They wish to know whether B. has had a physical examination. One of them would visit his employer, find out what chances there are in the present work, what training it gives, if any, and what abilities B. seems to have. His likings, his fitness, his father's occupation, etc., are all worth considering, this society feels, if a change of work is to

be decided upon, or if training for the new work is necessary. Successful cases are cited of such training, especially for the automobile industry, "evidently the most popular today." But he may prove mentally or physically unable to receive more training than he now has, in which case they recommend that another town be sought where living is cheaper or where low-grade skill is more in demand and so better paid. "A farm" is mentioned by one society, but with misgivings. One of the larger cities urges change of work or training for better work, but adds that, if these plans prove impossible, it should regard B. as handicapped, and, having in mind the future of the children who "otherwise would grow up as handicapped physically and mentally as their father," it should supplement his income regularly.

Some of the most thoughtful answers received dwell upon the community's responsibility for the condition of low-wage workers and their families. Here are two such statements:

All of the visitors agreed that this case was one of many which pointed to the fact that we should all work for a minimum wage and a reduction of the cost of living.

The B. family and the thousands of others in their situation furnish an economic problem in wages which charitable societies ought to be aggressively concerned with. We are all of us conscious that the present standard of wages for day labor is very much below the efficiency level, but few of us either have the facts to substantiate this feeling or have taken the trouble to get at them. We need badly some suggestion of workable machinery that will enable us to translate our routine experience into terms of large economic problems. Our workers were unanimous in feeling that the community had a right to expect from them expert opinion as to the need for minimum wage standards either in legislation or in industrial practice, with facts drawn out of their experience to back up their opinion.

We were not impressed with a suggestion which came out in the course of our discussion, that Mr. B. ought to have refrained from marrying and producing so large a family when his prospect for income was so meager. Adjusting the size of families and other elements of expense in one's life to one's income is a problem for the most and not the least intelligent members of society.

The suggestions that Mrs. B. go out to work and put the younger children in a day nursery, or that some of the children be placed in institutions, found little favor, though they were mentioned by a minority member at one or another of the staff meetings.

#### GENERAL CONDITIONS *VERSUS* THE INDIVIDUAL

Let us try to think a little way around this difficulty. The earnest secretary who submitted it for consideration wrote, "If this were an isolated instance the problem might be easier, but we have a number of similar cases." Sometimes the case worker is unable to see the individual case clearly at all because the weight and difficulty of the condition of the mass so oppresses him. "There is no way out, by any means at this society's command, for the majority of underpaid workers," he reasons, "therefore nothing can be done for this one." This is the "method of probabilities," and a worker can become almost paralyzed by its use,

especially when it happens to have a widely accepted social formula about maladjustment or underfeeding or relief in aid of wages behind it.

The case worker must not fail to keep the working masses well in mind in all his decisions; he must let no act of his depress their condition still lower; but he must also be able to think helpfully and incisively about Mr. and Mrs. B. and their six children. "In forming a careful conclusion about a particular case," writes Sidgwick in his "Application of Logic," "no one with any sense will use the method of probabilities if he has an opportunity of getting behind it and understanding the causes at work in the special case." If a C. O. S. secretary were to allow himself or his community to think that the supplementing of the wages of able-bodied men by charity was a good working program, he would not have an opportunity to consider individual cases very long. His society would soon cease to do the individual work for which it was organized, and would become lost in a welter of inadequate doles. If, however, the B.'s came to the society's attention at a time of crisis in the family's affairs and charitable treatment of any kind was attempted, then that treatment should be not by formula, but with all the possibilities of the actual situation keenly realized.

Take, for instance, the possibility of better paid work. The society out of the eight heard from that was most emphatic in its comments upon wages, upon the cost of living, and the inability of the individual to control either of these, happens to be in the same state with the B.'s and less than two hundred miles away from them. The secretary, who did not know the B.'s whereabouts, gives the opinion that the one thing to do is to supplement earnings, but adds, "Here the wages are higher. Common labor pays \$1.75 to \$2.00."

This suggests one way of helping. Mobility of labor will have to be increased by organized means, but it is not necessary to wait for these means to be in readiness in order to help the B.'s. Someone might say that the increase in wages from \$1.50 to \$1.75 or \$2.00 is too slight to be worth considering, and that relief outright in his present home would be better. But B. is only 32, and anything that gives a man of that age a shove in the right direction is going to yield larger returns than relief alone ever can.

Two societies made specific mention of the minimum wage, and found in B.'s case an additional reason why all charity organization societies should work for minimum wage laws. If, however, B.'s present earnings are accepted as, under our existing laws, his maximum, and are supplemented regularly by a charitable allowance, it is more than probable that, by the time a minimum wage of over \$9 a week has been established, B. will be unable to hold any position whatever; whereas a policy of training and transfer at this stage might place him in the ranks of the employable even after the adoption of a legal minimum has raised the standard of employability.

The mere possibility that B. and such as he might be permanently handicapped by the adoption of a minimum wage does not condemn such a measure, but the possibility has to be faced and reckoned with. Only

very naïve advocates of the minimum wage, like some of those who have secured its enactment in a few of the western states,\* imagine that the sudden adoption of a living wage minimum for all industries alike will work anything but disaster. To leave B. and all who are in like case to their fate, and work instead for such a law is to cut them off, when it is secured, from their present incomes and to throw them and many others besides upon charity.

If, however, the problem is attacked from both ends simultaneously; if B. is differentiated from C. and D., and pushed forward by friendly hands to make himself ready for a more efficient organization of industry when it arrives; and if, at the same time, trade by trade, minima are steadily urged and gradually and conservatively established, the inevitable displacements, the necessary extra burdens thrown upon relief by the new wage system may be reduced to proportions that are not overwhelming.†

The old attitude toward relief in aid of wages that regarded it as an abominable interference with the interests of the independent laborer and a probable handicap to the future of the recipient, is still justified whenever relief is the only or the main item in our plan of treatment. But if, with full knowledge of such families as the B.'s, and with ability to attack their problem from every angle, we are also prepared to see them through and to develop all their possibilities (especially those of the head of the house), then relief becomes at once a useful tool. We can afford to ignore the "method of probabilities" under these circumstances—when we know our case thoroughly and deal thoroughly with all its needs, this method may become as out of place in questions of relief and treatment as in the questions of diagnosis already referred to.

Says Sidney Webb, "The unemployable, to put it bluntly, do not and cannot under any circumstances earn their keep. What we have to do with them is to see that as few as possible of them are produced; that such of them as can be cured are (almost at whatever cost) treated so as promptly to remove their incapacity, and that the remnant are provided for at the public expense, as wisely, humanely, and inexpensively as possible." The size of this remnant is going to be very large wherever social case work has provided nothing better than careless diagnosis and incompetent treatment. A case worker of experience, to whom the problem of the B.'s was presented, says that our too common diagnosis of "inadequate wage," and our sole remedy of "relief in emergencies," make new adjustments in the family and the development of their latent capacities seem almost impossible; whereas, the earnest de-

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\* In Utah, for instance, the minimum sum is actually named in the law. In California, Oregon, and Washington, it is to be determined by "the necessary cost of living." This is a sharp departure from the principle underlying minimum wage development heretofore.

† For two very able presentations of this subject, see "The Minimum Wage," by John Bates Clark in *The Atlantic Monthly* for September, 1913; and "The Economic Theory of a Legal Minimum Wage," by Sidney Webb, reprinted in pamphlet form by the Consumers' League of New York.



termination to increase the earning capacity of the breadwinner has, in her experience, shown again and again that industrial conditions and personal capacities are far from being as inelastic as she had once supposed. To assume their elasticity and to apply friendly pressure is to reduce the size of the unemployable remnant and thus make a legal minimum a more practicable thing. Far from rendering individual case work unnecessary, however, the new industrial standards, like many other social reforms, must depend upon good case work for their effective introduction.

#### SUMMARY

What, then, to sum up, can a charity organization society do, in ordinary times, to help the condition of underpaid workers, beside advocating the regulation of wages?

1. Realize that it cannot make the condition of a majority or of large numbers more tolerable, but that its best efforts with the few could be made invaluable in pointing the way for the larger case work measures of the near future.

2. Learn that neither the labor market of the present nor the capacity of the present-day laborer is a wholly inelastic thing.

3. Measure that elasticity and apply pressure in the right direction.

4. Ask itself of each worker, Is he earning all that *can* be earned here in this city with his present degree of skill and in his own kind of work? (The less highly organized the industry the greater the possibility of accidental variation, of course.) Could he earn more elsewhere? Or could he earn the same elsewhere with reduced outgo for rent or food or both? Or, better still, do his age, physical and mental condition, temperament, aptitudes, give any promise of ability to receive and profit by additional training?

5. See that the failures, the cases in which it has been impossible, after every kind of effort, to assure permanent industrial benefit, are made to teach their lesson to the community. Utilize these records for social advance, in other words, and substitute concrete experience for vague conjecture as a basis of community action in industry and in education.

6. Take courage from the fact that, with the help and interest of some of its friends, the society which submitted B.'s case to this Department actually did find better paying work for him later in his own home city.

#### COMMENT ON THE FOREGOING

These paragraphs were submitted for criticism as they stand to the Committee on Women's Work of the Russell Sage Foundation. Miss Van Kleeck replies as follows:

At our staff conference the day before yesterday we discussed fully your statement of the problem of "Large Family and Small Wages." We were all impressed especially by your warning against "the method of probabilities." We are quite sure that anyone who attempts to deal helpfully with the individual case would make a great mistake, for example, if she were to take our reports as a guide without realizing the great variety in conditions even in organized trades.

Of course, the topic which we discussed most fully, and which I understand you wished us to discuss, was the statement regarding the probable effect of minimum wage laws. We are none of us in a position to prophesy what will happen. We can only make a few comments which occur to us.

In the first place, I have noticed that much of the discussion of the legal regulation of wages seems to assume a statutory definition of wage rates, whereas minimum wage legislation in England and in Victoria is really compulsory collective bargaining, and its effect upon the workers must be much the same as the effect of collective bargaining as instituted by trade unions. It is unfortunate that no one has recorded any information as to the displacement of workers by the raising of employment standards through trade unionism or through any other means. It seems to me fair to assume that minimum wage boards would cause no more radical disturbance than any trade union. Indeed, it is a question of whether their effect would be as far-reaching as voluntary trade unionism. As I understand it, the determinations of the wage boards abroad have been exceedingly conservative. They have even provided licenses for slow workers.

I have no doubt that following the enactment of minimum wage laws we should have a problem which could be dealt with only by the case-work method in its broadest application. Consider, for example, the complexity of the family group. Any legislation which marks off the unemployable in a community might affect a family by throwing one member out of work while increasing the compensation of another. I have no doubt also that it would affect directly the employment of children, tending to raise the age limit for their employment.

Of course, there is the further consideration that increase in wages sometimes leads to decrease in cost of production, and under these circumstances it is conceivable that the working force in an industry will be increased by a natural cheapening of the product rather than by the reverse process, which many seem to believe is inevitable.

To return more specifically to the points which you suggest: We agree that, as the standard of employability is raised, it might make it impossible for B. to hold any position. On the other hand, it ought to lead to new methods of studying B. and his kind to determine why he falls below the standard, whether because of physical condition or for some other subtle combination of reasons.

It remains true that the advocates of minimum wage legislation continually meet this objection of the probable displacement of workers by a very glib declaration that charity must provide for those who are unable to earn a living. It must therefore be true, as you say, that "the new industrial standards must depend upon good case work for their effective introduction."

I think that you do not suggest in your discussion the desirability of an employment bureau managed in a social spirit with technique similar to that which the charity organization society has developed. I doubt very much whether a charity organization society can do its best work in any community in which there is no central organization of the labor market.

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## DRINK AND NON-SUPPORT

ONE of the newer charity organization secretaries in a city of medium size sent this query to the Department three months ago:

### THE QUERY

"Here is a problem with which I have been confronted. It is that of a drinking man with charity supporting the family. Yesterday I ran across a case where a family had been receiving regularly \$1 a

week from a relief society, \$5 a month for rent, besides all their fuel in the winter and grocery orders, occasionally, from the city. Besides this they get clothing very frequently from a Mission, and goodness knows what other societies were helping. The family is composed of two able-bodied men, both of whom are working but one drinking all the time, two able-bodied women, one of whom works, a baby, and two boys, one fifteen and both mentally deficient.

"The question in this case is what to do. In some cases, of course, you can 'post' the man, have his wages withheld through probation, get him to sign the pledge and join a temperance society, and perhaps get him into some men's club, of which there is a great scarcity, however. But suppose that the man is too far gone, as he usually is here, to respond to these methods. If you put him on probation he usually doesn't do any better, I see from the examples here. If he is sent to jail, his family suffer and he comes back worse. Now what can you do?"

"For a time the other societies will co-operate sufficiently to withdraw all charity and we can send in a friendly visitor, but, in two or three months, if they see the children suffering because none of these methods prove efficacious, they will begin helping again. If we could render this help unnecessary in some way or change the situation in these families, radically, we could save the city about seven or eight thousand dollars a year, I believe. Of course we have got to work our way out of this difficulty somehow, but I am anxious to get your advice as to how it shall be done."

The reply to this letter, which was written by Miss Bedford, was as follows:

#### THE REPLY

The question of what to do in this family is one which cannot be answered offhand, without a more intimate acquaintance with the individual family and with the community's resources. It is quite possible that each and every one of the plans here suggested may have to be tried in turn, until the one is found that is most effective in the individual instance. The failures would strengthen rather than weaken the campaign, however. They would show both the family and the community that we meant business and that the issue could not be dodged. The trouble is usually, in my judgment, that we give up too easily. We may as well take it for granted that no miraculous or "radical" change is going to take place in families of this sort, and that five years may be necessary to effect a reorganization.

My first suggestion, then, would be to find out exactly what forces for good we have to build upon in the family itself.

1. Can we count on the co-operation of the women? You say they are able-bodied; are they also "able-minded"? Are they "naggers"? Are they good housekeepers and homemakers, or could they become such under instruction. Are they willing to make the effort? A course of instruction in housekeeping and household economics is sometimes an effective remedy for intemperance.

2. Has the man any considerable affection for wife or children? Has he even a spark of pride or ambition left; or a wish to reform? If so, cherish it. (The article by Mr. Lee in the BULLETIN for November, 1910, is suggestive in this connection.) Here a knowledge of the man's early history and training is imperative. What has he been at his best? What has made him what he is? Is he in any degree mentally deficient?

Next learn whether there are any removable conditions which foster his drinking habits. Perhaps moving to a new environment, away from old acquaintances, may help. Is his physical condition up to par? Is his employment one that produces physical exhaustion, or that throws temptation in his way? If so, try a change of employment.

Now, it is quite likely that all this is known about this particular family, and that appeals and readjustments have been tried without effect. I would then adopt the first suggestion offered in the letter, that of withholding his wages, either by voluntary agreement on his part, or through court action. Here co-operation with the wife will also be needed, in order that the money may be wisely expended.

If this plan fails, that is if the man refuses to work, my second move would be to send him to the House of Correction (if possible, to "hard labor"). Here I disagree with the conclusion that "his family suffer." The Society must take care of the family while the man is in jail, if necessary. In no other way, it seems to me, can we secure the co-operation of the wife in the further working out of our plans. Here, too, is a good chance to secure the aid and support of the other societies; they are already involved and will be less likely for that reason to fail us during the more difficult period following the man's release. Bend every energy, during this period of imprisonment, to a correction of difficulties within the home, but don't neglect to see the man occasionally, and help along the thinking process for which he will now have ample time.

On the man's release, resort again to the plan of withholding wages, and do not, whatever else you do, rest on your laurels, satisfied, if his conduct continues exemplary for a few weeks or months, and do not consider the effort wasted if he drops back occasionally into his old ways. That is to be expected. Be content with small gains and slow progress.

If, after all our efforts, when everything that could be suggested has been tried, it proves impossible to build up a normal home, we should, I think, feel justified in breaking up the home and placing the children in proper institutions. (I assume that everything that can be done is being done about the mental defectives.) And if we have carried the other charitable agencies along with us, step by step, during the whole process, if we have let them see the difficulties, and realize that failure is due to incurable defects within the family itself, I do not believe that we will have much trouble in securing their co-operation in this final step. It is quite possible, from the fact that there are two feeble-minded children in the family, that all plans *will* fail because of mental defi-

ciency in the parents as well. Can you have them examined by an alienist?

You agree that a negative policy only—withdrawing aid, that is—will not work, since other agencies will step in, so the plan must include the positive factors of forcing the man to support his family himself, or his temporary elimination. To give aid with the able-bodied man in the family would be fatal.

Might I add an illustration from experience in Chicago? Four years ago the man was a heavy drinker, averse to work of any kind, and an adept at living upon the community. The family of six lived in one dirty, wretched, furnished room, in the worst section of the city. The children were neglected and dirty, underfed and scantily clothed, the mother weak in health and in spirit.

The man refused to take any work offered him, so he was sent to the House of Correction for six months. The two boys were placed temporarily in an institution, and the mother and the other two children were moved into a good, light, airy flat, in a decent neighborhood. Clothing was given them, and some furniture, the remainder being bought on the installment plan. A regular allowance was given, sufficient to insure the physical upbuilding of the family, and a member of the office force acted as friendly visitor.

By the end of the six months the mother and children showed remarkable improvement in health and appearance, the home was neat and well kept, and, best of all, the mother had a new grip on life. A job was secured for the man, and, with his consent, \$7 of his weekly \$12 was paid by his employer directly to the society. This was used for rent, fuel, clothing and payments on the furniture. For nearly two years this continued, with the most constant supervision over the family. (After a time the boys were returned to the home.) There have been several relapses, some of them serious ones, but the man's pride in home and family had been aroused, and the progress was steady and substantial. Even when the mother died, this last year, the home was not broken up, for the oldest child, a girl, became housekeeper. The man is still working at the same job secured for him on his release, the two boys are working, and the home is a pleasant, comfortable one.

It is not a question of whether or not we can save the city money, but of whether we can save the families to themselves and the community.

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## MORAL STANDARDS IN A ROUMANIAN FAMILY

THE charity organization societies of the country realize keenly their handicap in attempting to befriend foreigners who do not speak English and whose background and ideals they understand very imperfectly. Interviews with the families are often so unsatisfactory that the societies must learn to depend, in treatment, upon the guidance of intelligent foreigners of the same nationality, and, in inves-

tigation, upon the skilful use of such impersonal data as records of marriage, birth, baptism, immigration, and property. It takes about five times as much skill and patience to fill in the background and to grasp the true present situation in an Italian, Polish or Roumanian family, as in an American, Irish or German one. The best work of which we are capable often fails lamentably, because we have not yet learned what modifications in our usual methods are necessary.

The following inquiry, received recently by the Department, illustrates some of these difficulties:

#### THE QUESTION STATED

"When I took charge of this society in 1911, I found under care at that time a Roumanian widow with three children. Her husband died after a prolonged attack of tuberculosis, during which time the whole family was cared for out of doors in a remarkably intelligent way, considering that there was no direction. Unfortunately, the mother and two older children had been infected with the disease, and the baby, not a year old, was very delicate. As the woman was unable to work, she was given a pension procured for her through a children's agency which, for a number of years, had administered certain county funds. This pension was fully adequate to meet the woman's needs, and she was visited frequently by a friendly visitor, who was much interested in her. She did not learn to speak English, and all contact with her was through an interpreter or the children, who were very shy little creatures. In spite of this drawback, the woman seemed to appreciate what was being done for her and tried to take care of the children.

"Finally, the friendly visitor began to notice that the mother was not so careful as she had formerly been, and that the children did not seem to be getting the proper food. They were going down hill and we were much puzzled as to the reason. To our great amazement the woman gave birth to a child. We had not suspected anything of the sort and she took every precaution to keep it from us. We found the father of the baby to be a married man with a family in the old country, so that he could not marry the mother of his child. We told her that she must give him up and that, if she would do so, we would continue to help her. She positively refused to do this, even though we told her that it might mean the loss of her children. We found the condition of the little girls to be so run down that it was necessary to do something for them, and we placed them with the Children's Aid Society of the state, using for their board part of the money which had previously been given their mother. They are now entirely cured, are being boarded together, and seem quite happy and contented.

"The question about which I wish to consult you is this: The children were not taken from their mother legally, but with her consent. They are still very young and my case committee is beginning to wonder whether, now that they are well, they should be kept away from her indefinitely. One or two members of the committee think that the way in which the mother is living is by no means unusual among the foreign

people, and that it seems a pity to have the children brought up away from all their friends and traditions, because of her conduct. Other members feel that, while moral laxity is common among the foreign people here, we should not countenance it in any of our cases. The committee very greatly desires an opinion on the matter and asked me to write to you."

There are few more encouraging things than to find that case committees are prepared to challenge their own usual procedures and are trying to think each difficult problem through anew on its merits. The Department was very much pleased, therefore, with this query, and congratulated the secretary who, after only two years of work, had secured the aid of a committee of this caliber. The memorandum submitted in reply was prepared by Miss Bedford.

#### OUR ANSWER

There are four questions involved.

1. *The Children.* I would not return them to the home *as at present constituted*. Both their moral and their physical well-being would thereby be endangered. If it is true that "moral laxity" is common among the people of this particular foreign community, we have no right to put the children back into this atmosphere, with the stamp of our approval upon it—for our action could hardly fail to be so interpreted. And if, after the advent of the man, the children were neglected and allowed to get into such a serious condition, the natural supposition would be that, if they were returned to the same conditions, the good results of their stay in their present boarding place would soon be entirely dissipated. If they are returned to the mother, it must be, then, with the man eliminated, or with his presence there made legal.

2. *The Parents.* Here again there is both a physical and a moral aspect. One of the original problems of the family was the woman's health. Nothing is said as to her present condition, but is that not still a problem—with the added problem of the baby's health? May she not also, in turn, infect the man, and so add to the difficulties? A "laissez faire" attitude now is only laying up trouble for the future.

Then the woman may need protection. Such irregular unions are quite likely to be only temporary ones. Without a more complete knowledge of all the circumstances, we have no way of determining whether the better course would be a forcible separation, or a divorce from the former wife which would make marriage in the present instance possible. But one course or the other should, it seems to me, be insisted upon. (In some cities prosecution of both, on the charge of "open and notorious adultery," would be possible.)

3. *The Wife in the Old Country.* She certainly has rights to be considered. Has the present arrangement cut off her support? It would be a poor policy, even if no other points were involved, to relieve

ourselves of the burden of the support of one family, at the expense of the dependence and humiliation of another.

4. *The Community.* This custom of acquiring a new wife in the new country is distressingly common. In similar instances in another city, the Immigrants' Protective League say that they prefer to push the prosecution as fully as possible, for, even if unsuccessful, this action could not help having a deterrent effect on others.

And if the community is morally lax, the only way to tone it up is by vigorous prosecution. How else can the foreigners ever get the idea that their laxity is not common to all communities? There seems to me no difference in our attitude toward this problem and that toward any other community problem which we meet in our dealings with individual families.

Now as to methods:

1. The first thing needed is evidently a thorough-going, all-embracing interview of both man and woman, with all that this involves of history, background, ideals, resources and attitude of mind. This is difficult with a foreign family, but I would try first the church, if the interest of the priest can be won; and if not, the most intelligent Roumanian man and also woman in the community who could be interested, to see, respectively, the man and woman in the case. The best members of a foreign community are usually anxious, for the good name of their race, to take up such questions, if they see their broader bearings, though they might shrug their shoulders over the individual instance.

2. Correspondence with the wife in the old country, through the consul, to see what her attitude and wishes are.

3. A resort to prosecution, if necessary, to break up the union, and to force man to support his child, after he leaves.

4. A thorough examination of the woman to learn whether it would be advisable to bring the children home, even after the man has been eliminated from the problem.

5. An attempt to rouse the woman's affection for her children, as a basis of action against the man and for the children.



# CHARITY ORGANIZATION INSTITUTE

for the season of 1914

## LAST ANNOUNCEMENT

On Wednesday, May 20th, the fifth Charity Organization Institute will convene in New York City, and will hold daily sessions for four weeks thereafter.

The Institute plan especially emphasizes (1) individual attention to the needs of each member and to the most economical use of his time; (2) exchange of experiences daily among the whole Institute group, which is homogeneous enough to speak the same social language, and includes in its membership some who are leaders in their several communities; (3) organization into four smaller groups under the guidance of the various members of the Charity Organization Department's staff, and of Mr. Francis H. McLean.

Membership in the Institute, which is by invitation, is limited to twenty executives and case workers in charity organization societies. There is no fee.

Further information by correspondence.

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# CHARITY ORGANIZATION BULLETIN

FOR THE CONFIDENTIAL USE OF  
CHARITY ORGANIZATION SOCIETIES  
CHARITY ORGANIZATION DEPARTMENT

OF THE

RUSSELL SAGE FOUNDATION, 130 E. 22D ST., NEW YORK

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MISS M. E. RICHMOND, DIRECTOR

FRED S. HALL, ASSO. DIRECTOR

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MARCH, 1914

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## BOSTON'S VOLUNTEER FINANCIAL SECRETARIES

MARGARET MASON HELBURN  
Formerly secretary, Committee on Finances

IN every society for organizing charity today, the effective volunteer is appreciated. In Boston he is the society. The paid workers change, the beneficiaries change, and many volunteers come and go. But beside these there is a steadfast body of the faithful who keep their far view, who meet the changing problems and the ever increasing need to extend the work, involving, as it does, the need to raise more money. They can appeal to their friends through common interests. Because they know the value of trained service and are responsible for it, yet draw no salaries, they best can meet the layman's question, "If all this money is spent for administration, what do the poor get out of it?" Their appeals move a public that is hardened to circulars or form letters.

The Directors—all actively interested volunteers—have been responsible for the support of the society from its beginning, thirty-five years ago, and, besides appealing for money themselves, have gathered about them a group of volunteers, six men and eleven women who act as financial secretaries, one connected with each district. Within the last five years, with almost no "cost of solicitation," they have raised an average of \$20,000 a year for administration purposes—forty per cent. of the budget. These gifts are more regularly renewed than others because of the personal interest, usually sustained over a number of

years. One financial secretary was an incorporator and has continued her work from the first. Through earnest devotion and faithful follow-up letters, she has built up a group of loyal donors and raises several thousand dollars each year. Three others have been at work for twelve years, and more than half the number have been interested for more than five years. If possible a person is obtained for this office who lives in the district or has some interest there, someone who knows its peculiar resources, whose name will arouse confidence in his neighbor, and whose appeals, based on the peculiar needs of his district, will stir local interest and pride. When this is not possible, an attempt is made to get someone who has a wide acquaintance, or whose name is well known to business men as standing for honesty, stability and efficiency. In either case the financial secretary has a big job. He not only collects, he interprets, to his part of the community, the work of the organization. Once convinced of the soundness of charity organization principles, he needs no urging to put his thought and energy into convincing others.

The composition of this group of volunteers may be of interest. The 6 men include 2 bankers, 2 real estate men, a manufacturer and a lawyer—all of them actively engaged in business or professional work. Of the 11 women, only one is engaged in any business or profession, this one being a school teacher.

Two of the men get their knowledge of the society's work by being on either the executive committee or the case conference committee of their district. Another, whose office is next door to the district office, has been a contributor for special families and it is from the reports he has received regarding them that he has had his chief first-hand knowledge of the society's work. The other three are young men from families closely identified for years with the society. One of them has been giving for special families.

Eight of the women are members of either the case conference committee or the district executive committee. One woman, who did not enjoy contact with the poor in their homes but who, nevertheless, believed in what was being done and wished to help it, gave two mornings each week to clerical work in connection with finances, and then became district financial secretary. Another has been giving for special families and lives with a sister who is active in the case work of the district. A third became a member of the district committee in a new district when she became its financial secretary. Three-fourths of these secretaries live in or close to their districts.

Both the district committee and the central Board of Directors feel the responsibility of obtaining financial secretaries for the districts. The finding of the right one and inducing him or her to serve is sometimes by one and sometimes by the other of these bodies. The Directors, however, always confirm the appointments, as the financial secretary is a regular official of the district.

The methods used by these financial secretaries differ widely, depending upon the amount of understanding the local community has

of the work, the length of time the financial secretary has been connected with the district, and whether the money comes from the district itself or from the financial secretary's friends and acquaintances. In general, however, the course of an appeal is as follows: The district committee, the district secretary, or the financial secretary prepares a list of names to whom he might appeal. There will be included tradesmen, doctors, lawyers, householders, persons who have given money for some special family, persons who have shown any particular interest in the district, and persons among the financial secretary's acquaintance who may be interested sufficiently to make a gift. The names of these persons are sent to the central office as often as the financial secretary chooses. To avoid duplicate appealing they are compared there with the complete list of donors, and compared also with a list of all those persons to whom either the central committee on finance, through its paid secretary, or any other financial secretary may have appealed. In this list are included also the names of all persons who have given money for special families; for while we do not hesitate to appeal to these latter for administration purposes, we want the financial secretary to have the information as a "talking point." The names are then entered in the card catalogue, "charged" to the financial secretary, and are not appealed to by any other financial secretary until the first one chooses to give them up. The financial secretary, upon receiving a gift, gives a receipt to the donor, sends the gift with a counterfoil to the cashier at the central office, and keeps a stub for his own convenience. After a reasonable time, usually one to two months, the list is returned to the central office and "refused" or "no reply" is added to the cards, or, if gifts have been received, the cards are transferred to the "donor file."

These are the mechanical details of appealing by volunteers. The actual getting of the money is accomplished only through the spirit of each district financial secretary, his constant and whole-hearted enthusiasm in the cause, and his following up of every chance to make the work of his district better known and shared in by a larger number of persons.

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ADMINISTRATION OF THE MOTHERS' AID LAW IN MASSACHUSETTS.—THOSE WHO WERE ESPECIALLY INTERESTED IN THE ARTICLE WITH THIS TITLE BY MRS. SHEFFIELD IN THE *Survey* FOR FEBRUARY 21, 1914, MAY CARE TO SEND FOR A COPY OF THE MASSACHUSETTS STATE BOARD'S LETTER OF INSTRUCTIONS TO OVERSEERS ON THE SUBJECT. THE CHARITY ORGANIZATION DEPARTMENT HAS A FEW MULTIGRAPHED COPIES OF THIS LETTER, WHICH WILL BE SENT UPON REQUEST.

## THE "TICKLER" IN CASE WORK

HAVING struggled for years, first as district visitor and later as supervisor of visitors in a large district office, with the problem of keeping in mind the innumerable tasks, great and small, incident to the day's work, and of so planning the day's work that the maximum number of these tasks should be accomplished, the writer was delighted to find in the little book, "How to Systematize the Day's Work," published by the System Company,\* an account of the "tickler system" which seems to meet these needs most admirably. The same idea is suggested by Mr. Fred S. Hall on the last page of "Office Methods in Small Societies," in the CHARITY ORGANIZATION BULLETIN for February, 1912, but in this little book its use is explained in detail.

This tickler, which the author calls a "brain box," or an "automatic private secretary," is "an adaptation of the card index idea and overcomes the most serious objection to the desk pad—the necessity of rewriting items postponed from time to time. The equipment consists of a box fitted with tabbed partition cards numbered from one to thirty-one and a set of twelve additional cards for the months of the year. When any matter arises which is to receive attention at some future time a slip containing a record of it is dropped behind the card of proper date. Anything can be inserted—visiting or business cards, slips of paper—anything that will call up the thing to be done. Each morning, by taking out the slips in the compartment of even date, the user has brought to his attention all particulars of his day's work as far as it has been possible to schedule it ahead. Furthermore, if any matter is not finished on the day it comes up, the original slip is simply filed ahead to the next day without the necessity of any rewriting. This acts as an effective follow-up. . . . A desk tickler is practically a second memory for the desk man—a brain that remembers all he has to do—reminds him of each task on the right day, and jogs him up until he performs it. . . . It is a watch-dog against negligence—and more than that, it is an alarm clock against forgetfulness and sloth. It wakes us up when we dawdle, and calls us to action when we forget, at precisely the right moment when we should give a certain task our attention."

In applying the system to case work, each visitor should be provided with a tickler file, preferably in a shallow, open box, or, better still, in an easily accessible drawer. In addition there should be at hand a supply of light-weight cards. Although notes on any sort of paper may be inserted in the tickler, the use of the uniform card, whenever possible, will minimize the chances of the notes' being lost or mislaid before being put into the tickler. It is especially important to keep the supply of these tickler cards handy. Keep them in a tray or box on the surface of the desk, or behind the following block of the tickler itself.

To illustrate the use of the tickler in case work, let us take the case of a visitor or secretary who spends her morning in the office and her afternoon in visiting. On arrival in the morning she first consults her tickler, sorts the cards she finds there for that day, and plans the day's work. Some tasks will require immediate action, others may be

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\*This book is not for sale. It is given with a subscription to the magazine "System," A. W. Shaw & Co., Wabash Ave. and Madison St., Chicago, Ill.

left till later in the day, some cards it may seem wise to refile for a later date. She then turns to the new work, the morning's mail, messages taken in her absence, cases referred to her by her supervisor, etc. She looks these over and makes on the tickler-slips *hasty pencil notes* of anything and everything that needs doing, as, for example:

Smith—visit  
John Jones—buy shoes  
Marello—renew milk order  
Mary Brown—take to Disp.  
O'Brien—visit school  
Johnson—consult nurse  
Olsen—report to Mrs. A.

"No matter how insignificant any task is that we have to do, we should make a tickler note of it. If we make a promise, if we contract an obligation—use the tickler. Tickle the date we want the promise brought to our attention again, and leave the rest to the tickler. All the memos thus made in the tickler come up automatically for attention on the proper date, and will act as infallible reminders that will eliminate all chances of overlooking any detail, cut out all anxiety and confusion as to the unfinished work ahead of you, and make it possible to fulfil every promise—on time. . . .

"It is not enough, however, for the tickler to remember the big things to be done in the distant future; it should remember the little things to be done in the immediate present. That is its first and biggest duty. No man can afford to rely upon his mind to keep tab on his obligations, even though his mind is big and strong enough to carry off the responsibility with blue ribbon honors and retain all he puts into it. The brain is not an index or a calendar pad; it should be left free from detail, from anxiety, from the burden of remembering little things. It should have a clean sweep, to think and to plan and to do the greater creative work, not the minor memorizing. The man who has a reputation for a good memory usually has no exceptional memory at all. He has a good tickler and uses it."

After the new work is laid out, the visitor takes up matters made necessary by her work of the afternoon before. By consulting her notes she prepares for dictation, at the same time making notes of things yet to be done—reference visits to be made, letters to be written, telephoning to be done, etc.—makes them *while the case record is in her hands*, even if the task is one to be done only a half hour later, lest the consideration of the next case drive from her mind the details of this one. If she was unable to make all the visits planned, or if some one was not at home when she called, she files these cards ahead to the date when she plans to try again.

In telephoning she takes to the telephone all of the cards in the day's assortment which call for that action, and calls the numbers one after another. This prevents loss of time and greater loss in mental energy and concentration, since if the "line is busy" there need be no idle waiting, or wasteful turning to other tasks to fill in the intervals.

Although intended primarily to serve as reminders of *things to be done*, these cards may often be made to serve a double purpose, if *after* the thing is done a brief note is made on the card of the result. Though this will not serve to record long interviews or consultations,

for many details it will be all the guide that is needed for the later dictation. When ready for dictation these cards may be taken to the files as an aid in collecting the records needed. If another visit is needed at some future date, or if there is other follow-up work to be done, the same card, with perhaps an additional note, may be refiled to the proper date. For instance, when a case of need is reported by some outsider, let a card be filed two days ahead calling for a "report to source," and if necessary, after this temporary report is made, let this card be refiled a week or so farther on so that a second report may be sent. It is surprising how many friends this method will win for the society. Cards representing cases regarding which nothing more needs to be done may be destroyed.

If in the day's packet of cards—the accumulation of many previous days' planning—there are more things than can be attended to that day, the visitor plans the work as wisely as possible, and refiles for another date such as can most safely be left. Too frequently a "hit-or-miss" system prevails; whatever chances to come most recently to hand is the matter that receives attention, and the sense of proportion is lost. "Orderliness and promptness," says our author, "and a positive hatred of the excuse, 'I forgot,' are just as necessary as hard work."

Before leaving the office for the day, the visitor sees to it that the day's compartment is entirely emptied, that the various items are either attended to or the cards refiled, and that today's guide card is moved one month ahead,\* so that tomorrow's duties shall be ready to greet her on her arrival in the morning. This takes but a moment of time, but is most important. If the machinery is allowed to become clogged at any time, the system is worse than useless, a drag and a hindrance rather than a help.

As she starts on her calls, the visitor takes with her the cards calling for visits on that day, thus being saved the trouble of rewriting the list. It might be well to take along also some blank cards on which to jot down, as she thinks of them, things that need doing at some future date. This will save time later in the office.

To a case supervisor, in societies which have such, the tickler may be made an "automatic assistant" of greatest value. Of every promise of any sort a brief note is made and filed. When important instructions are given the visitor, a note is made of that fact also, and filed. If a committee plan calls for a certain plan of treatment, let a card be filed two days before the next meeting to see that no detail has been overlooked. Or, suppose a family is to be sent to another city, a card

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\*On January 15th one's tickler guides will stand as follows: 15, 16, 17, 18, 19, 20, 21, 22, 23, 24, 25, 26, 27, 28, 29, 30, 31. Feb. 1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, March, April, May, June, July, August, September, October, November, December, January. At the close of that day the "15" guide will be put ahead, after February 14th, and similarly, day by day, through the remainder of the month till the February guide is reached. This is then put *one year* ahead (behind the January guide) while the "1" guide is put one month ahead (behind the March guide.) Then the number-guides gradually accumulate for March.



may be filed the day before the date set for the departure to see that none of the necessary preliminaries have been neglected. When cases have become inactive, if a card is filed a month ahead, it will remind the supervisor to inquire how things are going, and whether the plan tried has worked well. Similarly, if there is a family one would like to send on an outing the following summer, a card filed months ahead will preclude any chance of its being forgotten.

This use of the tickler to carry the details leaves the worker's mind free for the larger things, free to plan ways of solving the puzzling case problems, to work out new and broader methods of treatment.

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## A LITTLE PENCILLED CARD AND ITS FOUR-FOLD USEFULNESS

**I**N a district office in the Chicago society, a little card, crudely made out in pencil, proved so useful that the writer has been asked to describe it briefly. It was used for purposes which are common to most societies, in connection with their case work, and it may, therefore, be found valuable.

The card is 3 by 5 inches in size. Its four uses are in connection with (a) the search which must be made to see if the case is known; (b) recording the case, for current statistical purposes, as "new," "old," etc.; (c) furnishing data from which are made the index card, "street card" and case folder; and (d) acting as a reminder for the supervisor in following up a "report to source" if one ought to be made.

Some sort of entry or memorandum is, of course, necessary as a basis for all of these processes. The card supplies a convenient place for it. It is also important to be sure that no one of the processes is overlooked, and to that end that there be some place where each process can be recorded as soon as it has been performed. The little card furnishes the place, and the check-up record is made by means of symbols.

For every case, new or old, brought to the district's attention each day, one of these cards is made out by the person who answers the telephone, opens the mail, or receives the applicant or caller. Cards are made, therefore, not only for all personal applicants but for all cases in behalf of whom others have called, telephoned or written. Its use reduces to a minimum the chance of losing or forgetting messages in the rush of a busy office.

Printed headings provide a place for *name, address, date, source of application and remarks*. If a case is at once recognized as one known to the office, only the minimum of identifying information is recorded, together with the source (if other than a personal application), and such remarks as may be desired; if not recognized, full identifying information is recorded, i.e., surname, first names and ages of parents, and names and ages of children.

When the files have been searched to see whether the case has been previously known, the card is marked "new," "old," etc. Those that are "new" are hung on a near-by hook. The others are dropped at once into a file in the clerk's desk. At the close of the day for each of the "new" cases there is made out a blank for the Registration Bureau at the central office, a street index card and a folder. A symbol, pencilled on the little card, is used to indicate that each of these has been made, and these "new" cards are then placed with the others in the file on the clerk's desk.

Each morning all cards for the previous day are placed on the supervisor's desk. They furnish her with a complete index of incoming messages for that day. She can, as desired, confer with the visitors in charge in reference to any of the cases. From these cards special cards are made for an "Index Visible" of active cases, which always stands on the supervisor's desk. On her desk also is kept a small card file with guide cards marked with the visitors' names. If it appears that a "report to source" is needed, the supervisor files the little pencilled card under the proper visitor's name, where it can be consulted later to see that the report has not been overlooked. Even after a first report is sent, the card (properly marked to show the fact) is often kept in this file to insure that a second and fuller report is sent later.\*

So valuable did the cards prove in checking errors and in locating responsibility that they were usually kept for some time after their immediate usefulness was past—at least until the monthly report had been made up. Sometimes those which showed as source an agency with which there had been difficulties of co-operation were kept to remind the supervisor that particular watchfulness was needed there.

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## VACATIONS, OFFICE HOURS, ETC., IN CHARITY ORGANIZATION SOCIETIES

ON several occasions recently the Charity Organization Department has received requests for information regarding the vacations customarily granted to workers in charity organization societies, the office hours required, etc. Accordingly a schedule was sent last May to a few large societies, and in January of this year the same schedule was sent to all other societies in cities of 100,000 population or over. The 45 replies received are presented here, so far as they can be readily summarized.

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\*The follow-up device described on page 32 was not known to the writer at the time this procedure was being followed. It furnishes a much more convenient method of following up these needed "reports to source."

CITY	"REGULAR HOURS OF WORK"	SATURDAY HALF-HOLIDAY		SUMMER VACATION—MAXIMUM LENGTH, IN WEEKS (* = Varies with Length of Service)	
		Summer Months	Other Months	To Visitors	To Stenog- raphers
<i>New York</i> .....	9-5	Yes	Yes	3*	3*
<i>Chicago</i> .....	9-5 <sup>1</sup>	Yes	Yes	4*	4*
<i>Brooklyn</i> .....	8:30-5	Yes	Yes	3 or 4*	3*
<i>Philadelphia</i> .....	9-5:30 <sup>2</sup>	Yes	Alt. Sats.	4	4
<i>St. Louis</i> .....	8-5:30	Yes	No	2	2
<i>Boston</i> .....	9-5	Yes <sup>3</sup>	Yes <sup>3</sup>	4	2*
<i>Cleveland</i> .....	8-5	Yes	Yes	3*	3*
<i>Baltimore</i> .....	9-5	Yes	Alt. Sats.	4*	4*
<i>Pittsburgh</i> .....	9-5	Yes	Yes	4	2 <sup>4</sup>
<i>Detroit</i> .....	8-5	Yes	Yes	—	—
<i>Buffalo</i> .....	8:45-5:15	Yes	Alt. Sats.	3*	3*
<i>Milwaukee</i> .....	8-5 <sup>5</sup>	Yes	No <sup>6</sup>	4*	2
<i>Cincinnati</i> .....	8-5	Yes	No <sup>7</sup>	2*	2*
<i>Newark</i> .....	9-5	Yes	Yes	4*	2*
<i>New Orleans</i> .....	8:30-5:30	Yes	No	2	2
<i>Washington</i> .....	9-5	Yes	No	4	4*
<i>Minneapolis</i> .....	8:45-5	Yes	Yes	4*	4*
<i>Jersey City</i> .....	9-5	Yes	Sometimes <sup>8</sup>	2 or 3*	2
<i>Kansas City</i> .....	8:30-5:30 <sup>9</sup>	Yes	Alt. Sats.	2*	2*
<i>Seattle</i> .....	9-5	Yes	No	2	2
<i>Indianapolis</i> .....	8:15-5	Yes	Usually	2	2
<i>Providence</i> .....	9 <sup>10</sup> -5:30	Yes	Yes	4	4*

NOTE. Information about cities shown in italics was gathered in May, 1913.

<sup>1</sup> District offices, 9-5. Clerical help in general office, 8:30-5.

<sup>2</sup> 9-4 in summer.

<sup>3</sup> Regularly to Confidential Exchange. "Visitors plan their time, the understanding being that they are to try to get a half-holiday each week, preferably Saturday."

<sup>4</sup> And clerks.

<sup>5</sup> Field workers, 8:30-5:30.

<sup>6</sup> Except April, May, October, and November, when alternate Saturdays.

<sup>7</sup> Except part of fall and spring.

<sup>8</sup> When work will permit.

<sup>9</sup> These are visitors' hours. Hours in the office are partly 8:30-6, and partly 8:00-5:30.

<sup>10</sup> Office help report at 8:30.

CITY	"REGULAR HOURS OF WORK"	SATURDAY HALF-HOLIDAY		SUMMER VACATION—MAXIMUM LENGTH, IN WEEKS (* = Varies with Length of Service)	
		Summer Months	Other Months	To Visitors	To Steno- graphers
Louisville .....	8-5	Yes	Yes	2*	2*
Rochester .....	9-5	Yes	Yes	3*	2*
St. Paul .....	8:30-5:30	Yes	Alt. Sats.	2	2
Denver .....	9-5	Yes	No	2	2
Montreal .....	9-5:30 <sup>1</sup>	Yes	Yes	4*	2
Portland, Ore. ....	8:30-5:30	Yes <sup>2</sup>	No	3*	2*
Columbus .....	8-5	Yes	Alt. Sats.	4	2
Toledo .....	8-5	Yes	Yes	—	2
Atlanta .....	9-5	Yes <sup>3</sup>	Yes <sup>3</sup>	3*	2
Oakland .....	9-5	Yes	Yes	2	2
Worcester .....	9-5	Yes	Alt. Sats.	4	4
Syracuse .....	8:45-5	Yes	Alt. Sats.	2	2
New Haven .....	8:30-6	Yes <sup>3</sup>	Yes <sup>3</sup>	4	2
Memphis .....	8:30-5:30	Yes <sup>3</sup>	Yes <sup>3</sup>	—	2
Paterson .....	8:30-5:30	Yes	No	4	2
Omaha .....	8:30-5	Yes	No	—	2
Dayton .....	8:30-5:30 <sup>4</sup>	Yes	Yes	—	—
Grand Rapids ....	8:30-5	Yes <sup>3</sup>	Yes <sup>3</sup>	2*	2*
Nashville .....	8:30-5	No	No	2	2
Cambridge .....	9-5	Yes	Yes <sup>5</sup>	4*	3*
Spokane .....	8:30-5:30	Alt. Sats.	Alt. Sats. <sup>6</sup>	2*	2*
Albany .....	9-5	No	No	—	—
Hartford .....	9-5	Yes <sup>3</sup>	Yes <sup>3</sup>	2	2

<sup>1</sup> 9-5, June to September.

<sup>2</sup> To stenographers.

<sup>3</sup> One afternoon each week to each worker—not always the same afternoon.

<sup>4</sup> Stenographers, 8-5.

<sup>5</sup> Office closes at 4 P. M. for those on duty.

<sup>6</sup> Except during rush, just before Christmas, and two months after.

In explaining their Saturday half-holiday, many societies describe the adjustment which they have to make when they wish to have the offices open on Saturday afternoon, in spite of the half-holiday, for such emergency action as may be necessary. Nine societies accomplish this by splitting the force in two, each worker thus getting a half-holiday on alternate Saturdays. Five societies (see foot note 3, page 38) give each worker one afternoon off each week; not always Saturday afternoon, however, and not always the same afternoon. The more usual arrangement is to have one or two workers, in rotation, remain on duty each Saturday afternoon. The societies which refer definitely to this latter arrangement are as follows:

<i>City</i>	<i>Workers on duty on half-holidays</i>
Chicago	A few in turn in the district offices.*
Brooklyn	Enough to keep open. (All the year.)
Philadelphia	" " " " (In summer.)
Baltimore	One person at Central Office, and one on call for emergency cases. (In summer.)
Newark	One visitor and one stenographer.†
Minneapolis	Two persons.†
Providence	One clerk and one district secretary at Central Office. (When working thus, in turn, they are given a half-holiday on some other day of the week.)†
Montreal	Visitors and staff take turns.†
Oakland	Two workers. (All the year.)
Dayton	One worker.†
Cambridge	One visitor and one stenographer.†

Probably others of the societies listed have a similar system of adjustment, but did not report it because it was not called for on the schedule.

Inquiry as to whether the length of vacations granted to visitors and to stenographers varies with the length of their service brought the following information. In 23 of the 45 societies there is such variation. Chicago and Minneapolis give their schedule (which apparently applies to all workers):

1	week's vacation for service of 6 months and under 1 year
2	weeks' " " " " 1 year and under 2 years
3	" " " " 2 years and under 3 years
4	" " " " 3 years or over

Rochester has adopted this schedule also, except that three weeks is the maximum vacation for visitors and two weeks for stenographers.

The other societies reported merely as to the time at which the maximum vacation period is reached, thus: After one year of service, Buffalo, Milwaukee, Newark, Washington, Louisville, Portland, Ore., Grand Rapids; after two years of service, New York, Providence, Montreal; after three years of service, Atlanta.

To the first group should be added the following societies, which also report no increased vacation after the first year, though it is not

\*Except in summer, when the district offices are closed on Saturday afternoons.

† Except in summer, when the office is closed on Saturday afternoons.

clear, in all cases, whether any vacation at all is paid to those whose service has been less than one year: Baltimore, Cincinnati, Cambridge, Spokane.

In Brooklyn, Cleveland, Jersey City, and Kansas City, and (regarding certain workers) in Boston, the vacation was dependent on service, but the details of the variation were not explained. In the remaining 22 societies no variation based on service was reported.

Another schedule inquiry was, "Do you give any spring vacations? To whom? How many days?" It appears that in only 12 of the 45 societies is this customary, as follows:

<i>City</i>	<i>Days</i>	<i>To</i>
New York	6	All who have been continuously at work during the winter
Brooklyn	3	All of rank of district secretary
Philadelphia	6	District superintendents
Boston	3 to 6	" secretaries
Cleveland	3	All
Baltimore	6	District secretaries
Buffalo	3 or 4	Visitors
Newark	2 or 3	"
	(sometimes)	
Washington	3 to 6	"
Jersey City	A few days if it seems necessary	All
Providence	3 to 5	District secretaries
Syracuse	3	All

Only 13 societies report any very definite arrangement as to the period during which salary is paid in case of sickness, as a matter of routine. These are as follows:

New York	4 weeks*
Chicago	2 "
Boston	6 " (and 6 weeks at half salary; applies to district secretaries)
Buffalo	4 " * (and 4 weeks at half salary)
Cincinnati	1 week
New Orleans	4 weeks*
Minneapolis	2 weeks
Providence	2 "
Portland, Ore.	4 " * (to a worker of a year's service or more)
Oakland	"Until a substitute has to be engaged"
Dayton	2 weeks
Nashville	2 "
Spokane	10 days

Philadelphia writes, "The society has no rule. Each case is considered individually. The illness usually is traceable to overwork and unless the illness is of several months' duration, the salary is usually paid."

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\* A month has been regularly entered as "4 weeks."

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# CHARITY ORGANIZATION BULLETIN

FOR THE CONFIDENTIAL USE OF  
CHARITY ORGANIZATION SOCIETIES  
CHARITY ORGANIZATION DEPARTMENT

OF THE  
RUSSELL SAGE FOUNDATION, 130 E. 22D ST., NEW YORK

MISS M. E. RICHMOND, DIRECTOR

FRED S. HALL, ASSO. DIRECTOR

VOL. V.  
(NEW SERIES)

APRIL—MAY, 1914

Nos. 5 & 6

## CASE HISTORY SERIES

NOTE.—The two case records following have been selected for reproduction because, being simpler than family histories usually are, they may be used as an introduction to the first steps in social treatment. They are not presented as models of recording or of treatment. Both come from one C. O. S. District office, and both have a medical problem for their central feature, so that it is possible to compare them with reference to the advances made by one city in medical social resources in the brief space of three years. Both records have been condensed somewhat and all names have been changed.

### CASE XI.

#### A TUBERCULAR HATTER.

May 10, '09. MISS DELANCEY at District Office. Said she had been calling on a family on Rodman Street and they had asked her to visit the Ameses. The man has tuberculosis. There are two children and the wife's mother is also dependent on them. The old lady was working at the Boxton Hotel but it was too heavy for her.

May 10, '09. Visited. MR. AMES is a tall, thin, angular man; thin face with high cheek bones, large eagle nose, sandy hair and moustache, wears glasses, very pleasant and intelligent in manner. Mrs. Ames is a tall, thin woman, dark eyes, high cheek bones, large nose, has quite a high color. Mrs. Maxwell, her mother, is a tall woman, rather heavy. She has white hair arranged with great care in puffs; a fat,

# FACE CARD

*Surname* AMES

*Date* 5-10-09

<i>Date</i>	<i>Address</i>	<i>Rent per mo.</i>	<i>Rms.</i>
5-10-09	1906 Rodman St.	\$12	6

<i>First Name</i>	<i>Age</i>	<i>Date of birth</i>	<i>Occ. or school</i>	<i>Phys. Defects</i>
<i>Man's</i>				
1 Thomas	38		Hatter	Tuberculosis
<i>Woman's Maiden</i>				
2 Jane	28			
<i>Children</i>				
3 Alice		2-1903	McArthur Sch.	
4 Susan		6-1907		

<i>Others in Family</i>	<i>Kinship</i>	<i>To No.</i>	<i>Bdr. or Ldgr.</i>
5 Mrs. Maxwell	Mother	2	50c. wk. for rm.

<i>Birthplace</i>	<i>Nationality</i>	<i>Religion</i>	<i>Benefit Socy.</i>
M Eng.	Eng.	Bapt.	
W U. S.	Scotch	"	Benefit Order

<i>Relatives not living in family</i>	<i>Address</i>	<i>Kinship</i>	<i>To No.</i>
Joseph Ames	16 Carpenter St.	bro.	1
Clara Ames	1408 Coxton St.	sis.	1
Abel Ames	1408 Coxton St.	bro.	1
Mrs. Abington	311 2d St.	sis.	1
Mrs. Arthur Brown	1705 Alden St.	sis.	2
Mrs. Freeman	901 First St.	sis.	2

<i>Churches Interested</i>	<i>Medical Agencies Interested</i>	<i>In No.</i>
Tenth Bapt. Church,	Dr. Johnson, 300 Webster Ave.	1, 2
Rev. Mr. Gleason,	N. W. Thc. Dispensary	1
7301 Clark St.	State Sanitarium	1
	Dr. Lane, 65 Dean St.	3, 4

<i>Of No.</i>	<i>Employers</i>	<i>Position</i>	<i>When</i>	<i>Weekly Earnings</i>
1	Caldwell's hat factory	Work on furs	1901-09	\$12-\$8
5	Boxton Hotel			
1	Moran's Installment House	Canvassing	3-1910	
1	Caldwell's hat factory	Doorman	4-1910	

<i>Date</i>	<i>Referred by</i>	<i>Address</i>
5-10-09	Miss Delancey	1616 Upton St.

<i>Friendly Visitor</i>	<i>Address</i>
Miss Delancey	1616 Upton St.



rather flabby face, no color. Supt. was obliged to interview all three of them together.

Mr. Ames has been employed at Caldwell's hat factory for eight years, in fact ever since they have been married. He makes \$12 a week, but for the past year they have been on short time and he has only been averaging from \$8 to \$9 a week. On this account it has been totally impossible for them to save any money. Nine weeks ago he was obliged to give up his work altogether. He had been ailing before that and  
20 had not been able to work steadily.

The doctor at the Northwestern Tuberculosis Dispensary has advised him to go to the State Sanitarium, but he cannot make up his mind to leave his family; in fact, it is absolutely out of the question for him to do anything of the sort. Seems very hopeful that he will soon be able to work. Has made application to the Multiple Insurance Co. and they are looking up his references and he hopes to get on quite soon. Said, however, that he was not quite sure he had the strength to walk around the streets, as when he went over to the office the last time he had to wait quite a while and got so faint another man helped him out into  
30 the air.

Mrs. A. is not able to work. She has never been strong since the baby's birth. Mrs. Maxwell when working simply pays her room rent, 50 cents per week. Of course, now she is entirely dependent on them. Mrs. A. spoke rather bitterly of her husband's people. Joseph and Clara are buying their houses so they have no money to spare. Abel has been out of work a good deal and has lately tried to keep an electrical shop on the Falls Road, but failed. Her sisters did all they could but are not in a position to do anything further. Did not very much want us to see any of the relatives, but Mr. A. said he understood our  
40 position in the matter and thought that they ought to furnish us with the addresses.

When he first was taken ill, the people in the Baptist Church collected \$81 on a raffle, but this is all used. The church is very poor and can do nothing further. Mr. A. has played the organ there for a number of years. He used to be paid \$5 a month. Does not know whether this will go on now that there is a new clergyman or not. In fact, he is not well enough to attend regularly. In addition to the \$81 he drew sick benefits from his shop, \$5 a week for five weeks. Of course this is stopped now. On Saturday, May 8th, they would have had nothing except for Miss Delancey, who sent them in an order. The same  
50 night the new minister's wife brought \$5. Seemed to think the church could not do anything more at all. The next-door neighbor has just loaned the money for rent because the landlady said she would not wait. They felt badly about this as the rent was just due in advance on the 5th and they have always kept it up before. At the present time they are provided with groceries to last until Saturday, the 15th, at least, but do not see any way of getting along after this week.

May 10, '09. Met MISS DELANCEY on the street. Told her there was no immediate need of relief, that we would go into the thing

60 carefully and possibly later ask Caldwell's factory to help out. She said her impression of the people was so favorable that she hoped something could be done. She had just come from the McArthur School and the principal had spoken pleasantly of the people.

May 10, '09. NORTHWESTERN TUBERCULOSIS DISPENSARY say that Mr. Ames' case is positive. He is running a high temperature. The last time he was there it was 102 degrees. On this account they did not think he was a subject for the mountains at present, but thought the doctor intended putting him on the waiting list. At the present time it takes about two months before an applicant's turn comes. The man may  
70 get much better, but they know he cannot work at his trade again; doubt if he can work at anything. The doctor certainly did not recommend him to get employment, as he is totally unfit for it. The doctor can be seen at dispensary on Thursdays. Milk is being supplied, one quart a day.

May 11, '09. Joseph Ames' house was closed. Front shades were down; circulars under the door.

May 11, '09. Clara Ames' house closed.

May 11, '09. Mrs. Freeman's house closed.

May 12, '09. MRS. FREEMAN and her husband spoke very highly of Mr. Ames. He has always been a good man; never made big wages,  
80 but was kind to his family, hard working, etc. They think that he contracted tuberculosis at Caldwell's, which certainly is an unhealthy trade. Their idea would be for him to go away to the Poole Sanitarium, or if he could not be admitted there, go to a hospital; that his wife sell some of the furniture and move into two rooms with her mother. Mrs. Ames is not able to work at the present time. She has never been a strong woman and is worse at present on account of worrying so much. They thought if she could get built up a little, however, that she could earn enough to keep things going with her mother's help. The Freemans do not feel that they are in a position to give any financial help as Mrs. F.  
90 has been sick eight weeks, four weeks in a hospital under an operation. They have been under extra expense, and Mr. F.'s work is not steady. When Mr. F. went out of the room Mrs. F. said she would be glad to do something for her sister. Of course, she "had a boss and had to consult him," but she thought possibly she could influence him to help out for the present, until Mr. Ames' turn would come to go away, if he could be persuaded to go.

May 12, '09. Called on MRS. ARTHUR BROWN. She had not been in close touch with any of the members of her family for a number of years, as she married against her parents' wishes and did not go home  
100 until long after her marriage. From all that she knew, Mr. Ames was a hard-working, industrious man, and this sickness was the only cause of their poverty. Her sister is not strong and has never been, from the time she had blood-poisoning when she was quite young. Mrs. Brown has four children herself and keeps boarders. Her husband is in busi-

ness for himself, and if money does not come in soon he will have to go into bankruptcy. She would talk with him, however, would see if he was willing to have her sister and one of the children come there. Thought if she could not have her, probably her other sister, Mrs. Freeman, could take them in. Did not know definitely what the present  
110 state of affairs was. Had no information about the sick benefit money. Seemed to take the stand that they were worthy people and should be helped by the C. O. S. Her husband and Mr. Ames do not get along very well together. Mr. Ames had come to him some time ago for a loan which he did not feel able to give, and their relations have not been very cordial since then. Will talk it over with her husband, though, and see what she can do. Is willing to give the mother a home.

May 12, '09. DR. JOHNSON has known the family a long while. They have always paid their way and bear an excellent reputation. For more than a year Mr. Ames has been in ill health. Long before he  
120 stopped work was working very irregularly. Would sometimes go down to the job and have to give it up. Thought it must be a long while since he earned adequate wages. The doctor's private opinion is that he will never work again. Does not know if he would be a case that could be accepted at either Poole or the State Sanitarium, but rather doubts it. Thinks if he could be persuaded to go to hospital it would be wise. Of course, he is not treating the man, now that he is going to the North-western Dispensary. Says he does not know of any organic trouble with Mrs. Ames. Knows she has always been frail. Possibly if it became a matter of stern necessity she could force herself to work, although he  
130 would not advise it.

May 12, '09. McARTHUR SCHOOL. Principal called Miss Davis, the first grade teacher, who says that Alice's attendance is very regular. She is a diligent student, although by no means a bright child. Miss Davis knows little of the parents, but thinks they are ambitious for the child to get an education; they seemed very nice, what little she had seen of them. The child is extremely quiet and well trained.

May 15, '09. MR. AND MRS. JOSEPH AMES did not realize how serious Mr. Ames' condition was. They said they were not in a position to give him much money as they were both working in order to pay  
140 off on their house. They board their little girl with the eldest sister, Mrs. Abington. They thought Mrs. Ames was almost too high-toned, and that she ought to get out and work. In their opinion she was not a delicate woman and could work if she would. At the same time they had a great deal of sympathy for her. The best they could do would be to let her come and stay in their house. They have an extra room and she could look after their little girl and save them that much board. They thought the other relatives could help out some with the food. In this way Mr. Ames could go to the State Sanitarium, which they certainly thought he ought to do. They would go to the house and  
150 advise to this effect. They seemed, however, very doubtful whether

Mrs. Ames would accept. Supt. told them she thought the plan was excellent and would try to urge that it be carried out.

160 May 15, '09. MRS. ABINGTON says she has not been on good terms with her brother's wife for a long time. Mrs. Ames told a falsehood which caused a great deal of trouble and she did not know how to forgive it. She does not consider her any more delicate than most women who have to work, and she did not think it right to give her too much help. Mrs. Ames has always wanted to have things like a lady, and if it were not for that she might have saved something for a rainy day. At the same time she considers her a good woman and deserving of help, provided she makes a due effort. She thought the offer of Joseph Ames and his wife excellent and a good thing to try. The Abingtons have a very large family and have had a great deal of trouble the past year, so they are not able to do anything at all financially.

170 May 15, '09. CLARA AMES said she visits at the house more than any of the others, although she only gets down once a month. She thought that if Mr. Ames were the husband of any one else he would now be away, but his wife holds him back. She seems to think he ought to go to work. It seems to the relatives as though Mrs. Ames herself could do something, but she is one of the helpless kind that sit back and wait. Clara is divorced and has herself and a son to take care of, and they are trying to buy a house. Her younger brother, Abel, has had a lot of trouble with his wife and is at present separated from her and boarding at this house. He has been out of work and is just barely supporting himself. The only one that could do anything would be Joseph, and if Mrs. Ames does not feel able to work at the present time all she can do is to accept that offer and the family will urge Mr. Ames to go away.

180 May 15, '09. NORTHWESTERN DISPENSARY. Told the clerk that Mrs. Ames seemed to be standing in the way of her husband's going to the State Sanitarium. We thought he ought to be urged to go, and we were sure she could be taken care of among the relatives. Clerk will have the papers filled out by the doctor on the 20th and will try to put the case through.

May 15, '09. Relief sent \$1.62.

May 17, '09. TENTH BAPTIST CHURCH. Learned from the cigar store next door that Rev. Mr. Gleason lived at 703 Clark St. Could not get the address of the former pastor.

190 May 19, '09. 703 Clark St. is an impossible address. Finally located Mr. Gleason at 7301, but the house was closed.

May 19, '09. Visited. MRS. AMES was at home. Said that her husband had gone over to the Dividend Insurance Co., as he learned their work was not so hard. Was hoping to get a position there. We explained to her that it was really out of the question for the man to work; that if he had the opportunity to go to the State Sanitarium we

200 hoped he would be sure to take it. She said she cannot believe his trouble is so serious as represented, but if the doctor pronounced it necessary for him to go she will try to get him to do so. Seemed a good deal worried because he was not so well now. She says they have not had the cash to buy the fresh eggs from their next-door neighbor, as they had been doing, so he had no eggs for two days. Gave her money to buy them. They received our relief May 15th. She thought it would last until the 22d.

210 May 24, '09. DR. TYLER, of the Northwestern Dispensary, says that on the 20th he succeeded, he thinks, in persuading Mr. Ames to go to the sanitarium. He has sent for the application blank and will fill it out and file it on the 27th. He thinks the case is hopeful if Mr. A. gets away at once; not otherwise. His condition at present is quite grave. Doctor has not known the family personally, but they were recommended to him by another patient who thinks very highly of them.

May 24, '09. CALDWELL'S FACTORY. The time clerk says Mr. Ames has worked there since 1901. He is a very good man. Left his work on account of ill health. They did not know he actually had tuberculosis, nor that he is entirely incapacitated for work. Undoubtedly the firm will do something for him. Will confer with the head man and let Supt. know.

220 May 25, '09. REV. MR. GLEASON has been only four weeks at this church. The Ames family had a series of supplies before that. Former pastor is in ill health and seeing no one. Mr. Gleason knows the Ameses are fine people, highly thought of by the other members. He thinks about \$100 has been raised for them and the church will certainly do more. They are poor and cannot carry the entire relief, but will at least look after food. Mr. A. has promised to go away. While he is here Mr. G. thinks the home should be held together, with which Supt. agreed. When he goes, there are various plans for Mrs. Ames. They hope to get a small family to go in with her, but failing in that, will help her adjust herself with friends. She seems to expect to return to mill work. We told him of the family resources, particularly of Joseph Ames' offer, and that we had no doubt she could be well provided for. Supt. to let church know what Caldwell's decide.

230 May 25, '09. CALDWELL's leave 'phone message with stenographer that they will pay Mr. Ames \$5 per week for six weeks or two months till he goes away. Money will be given direct to family.

May 26, '09. Letter to Rev. Gleason:

May 26, 1909.

CONFIDENTIAL.

REV. MR. GLEASON,  
7301 Clark Street.

*My dear Mr. Gleason:*

240 You will be glad to hear that Caldwell's will allow Thomas Ames \$5 per week, with the distinct understanding that he is to go away as soon as his turn comes. I think the allowance will be discontinued when he leaves the

city, with the idea that his wife can be self-supporting. The money will be paid directly to the family, which I think will be pleasanter for them. It seems to me altogether probable that, with some assistance from the church, they will not need outside relief. When I call again to talk things over with the family I shall make it very clear to them, however, that they may call on us in case of future need.

Assuring you of our pleasure in co-operating with you in this, I am,

250

Sincerely yours,

AGNES CARTER,

District Superintendent.

June 4, '09. Final verbal report to Miss Delancey at District Office. She knows that Caldwell's allowance has been started and thinks family will now be independent. Miss Delancey will continue to keep an oversight as our Friendly Visitor in the family.

June 9, '09. Letter from Mrs. Ames:

June 9, 1909.

MISS CARTER

260

Dear Friend:

We feel it our duty to thank you for the kind way in which you have helped us. I received a letter from Caldwell's stating that I would get five dollars a week, so I wish to thank you again and at any time that we have it in our power to assist you in your cause we will certainly do it. Hoping you can call and see us soon, we remain,

Yours truly,

JANE AMES,

1906 Rodman Street.

270 June 17, '09. MRS. CONOVER, one of our volunteer visitors, reports that Miss Delancey has spoken to her about the Amesces, wished them to see the Conover sleeping tent in the back yard. They both came and seemed very much interested and very intelligent about following out any suggestions. Mr. A. has fully made up his mind to go as soon as his turn comes, although he seems very anxious about his family. At the present time Mrs. Ames' mother is working at the Bostox Hotel. The allowance is coming from Caldwell's, and the church is giving \$5 a month, so the family will get along quite comfortably. Mrs. Conover says they are very anxious to hold the home together while Mr. A. is away. She told them she was sure Supt. would  
280 do anything reasonable to help accomplish this if Mrs. Ames made application. She thinks that Mrs. Ames is unable to work. Has promised to go with her to the Women's Hospital, as she needs treatment for some inward trouble.

290 June 21, '09. Visited to make arrangement for Mrs. A. and the children to go for a holiday after Mr. A. goes to sanitarium. Learned that Miss Delancey had had them fill out application for the Children's Ocean Home in August, so they were already well provided for. Mr. A. is very much pleased that he gained one pound last week. He seemed to think he was doing splendidly. He has fully made up his mind to coöperate with the doctors and get well. His turn for the sanitarium is expected about the middle of July. He wanted to know what would happen about the relief from Caldwell's when he went away; said they

had practically promised to continue it. Told him we did not know about this, but, if they discontinued, we were willing to see them about it. We would do anything in our power to help and they must let us know in case of need.

300 Oct. 4, '09. MISS DELANCEY, F. V., reports that Mrs. Ames and the children did not go to the Children's Ocean Home for their holiday, because their turn came before Mr. Ames was sent for, and they did not like to leave him. Mr. Ames did not go to State Sanitarium until the second week in September. The institution decided not to discharge any cases during the hot weather, so there was no vacancy until that time. He was very careful at home, however, and got along quite well. They have heard from him since he reached the sanitarium, several times and he seems to be very well satisfied. F. V. feels confident that he will stay until he is cured. Unfortunately Mrs. A. has developed an incipient case in one lung. As it was taken so promptly, they hope to avoid any serious trouble. She has been under treatment at the dispensary for two weeks now. She is still suffering  
310 with the inward trouble, and may possibly have to have an operation. On this account she cannot work at all. Her mother is still living with them; has given up her work at the Boxtown Hotel, as she was broken down, and is helping to look after the house instead. Caldwell's continue to send their pension and the Benefit Order paid the last month's rent, and have promised to pay it regularly for the present, so that Mrs. A. can keep her home together. It seems that Mrs. A. was formerly a member of this order for a short time, but is not in membership now. Some of her friends, however, hearing of her trouble, arranged to take care of her in this way. She had not thought of speaking of the order  
320 before, because of having lapsed in membership.

Nov. 5, '09. MISS DELANCEY at District Office. Said that Mrs. Ames wanted her to ask us if we could get Mr. Ames' job for him at Caldwell's. He is doing very well at State Sanitarium and Mrs. A. seems to think he will be home before long. Miss Delancey agreed with Supt. that it is probably undesirable for him to come home before spring. Told Miss Delancey to tell Mrs. A. that we had no doubt whatever that when he wanted work it could be found for him. It probably would not be well for him to go back to Caldwell's, as the work was not healthy. Mrs. A. is not going to the dispensary after all, but is being treated by  
330 Dr. Johnson. He gives her no satisfaction as to whether he is treating her for charity or not, but if she mentions money, he says "that will be all right." Miss Delancey fears he will run up a bill on her. Thinks in any case it would be much better if she had gone to the dispensary and had gotten sick diet from there.

Nov. 10, '09. MISS DELANCEY at District Office asking if we think that Mrs. A. and her mother can both have the Trust Coal. Told Miss Delancey we would try to get Mr. James to give coal to both of them.

- Nov. 12, '09. Postal from Mrs. Ames.
- 340 MISS CARTER,  
*Dear Friend,*  
 I write to thank you for remembering us at this time. I pray God will bless you in your benevolent work. Miss Carter if it won't put you to any trouble, I wish you would send the pea coal instead of the nut.  
 Yours,  
 JANE AMES.
- Nov. 13, '09. Letter and postal from Mr. Ames.
- STATE SANITARIUM, Nov. 13, 1909.
- 350 MISS CARTER  
*Dear Sister*  
 Excuse my boldness in writing to you. I am improving very speedily and hope soon to be well and home again.  
 Yours respectfully,  
 THOMAS AMES.  
 November 13, 1909.
- MISS CARTER  
 God is our refuge and strength, a very present help in trouble.  
 THOMAS AMES.
- 360 Nov. 13, '09. Letter by hand to Mr. Ames.
- Nov. 23, '09. Letter of recommendation to Mr. James sent to Mrs. Ames.
- November 23, 1909.
- MR. ARTHUR JAMES,  
 246 10th Avenue.  
*My dear Mr. James:*  
 I should like to recommend the bearer, Jane Ames, for Trust coal. Her husband is at the State Sanitarium with tuberculosis and she has two young children to support. I believe her to be a suitable recipient for the Trust coal.  
 370 Her mother, Mrs. Maxwell, living at the same address, has been recommended by someone else. In my opinion it would be well to grant a ton of coal to each of the women, and I hope you will be willing to do so.  
 Thanking you for this courtesy, I am,  
 Very truly yours,  
 AGNES CARTER,  
 District Superintendent.
- Dec. 9, '09. MISS DELANCEY says Mrs. Maxwell received her coal and Mrs. Ames is expecting to get hers also; two tons will practically carry them over the winter. Mrs. Maxwell is able to work now  
 380 and is trying to get employment. The children need underwear.
- Dec. 16, '09. MISS DELANCEY through her church will provide for Mrs. A.'s Christmas. Asks if we have any Needlework Guild underwear for the younger children.
- Dec. 17, '09. Visited. Took underwear. Mrs. A. said that Caldwell's notified her they had her name on their list for a turkey for Christmas. They had certainly been most kind. She gave very encouraging reports from Mr. A. Altogether, things looked brighter. Mr. James allowed her a ton of coal also.



Jan. 3, '10. New Year's postcard to Supt. from Mr. Ames says  
390 "I am feeling good."

Mar. 2, '10. MISS DELANCEY 'phones that Mr. Ames is expected home Saturday, March 5th. He is discharged as an arrested case. Asks if we will see Caldwell's and make other efforts to secure work for him.

Mar. 2, '10. CALDWELL's have no outdoor work at all. Mr. George suggests cars, will give Mr. A. a first-class reference.

Mar. 3, '10. Consulted Conference, who oppose advising any men to go on cars now until strike is settled. No one could suggest any work.

Mar. 7, '10. Wrote MR. GEORGE CLARK, asking if Clark's  
400 Dairies have any opening.

Mar. 9, '10. MR. AMES at District Office; is looking stouter, and sunburnt; says he does not feel as strong as he could wish, but he is entirely able to do some outdoor work; can hardly wait to find a position. Asked if we had learned about anything, anywhere. Told him we had not succeeded in finding anything for him, but had made inquiries and would make more. He would very much like to get to the country, if position could be found for an inexperienced man.

Mar. 9, '10. Letter to Mrs. Baker:

March 9, 1910.

410 MRS. JOHN BAKER,  
Farmingdale.

*My dear Mrs. Baker:*

I am very much interested in a man, Thomas Ames, who has had tuberculosis. He came home last week from the State Sanitarium. The doctors say his case is an arrested one and there is no reason why he should not be self-supporting, but it is imperative for him to do outside work. Ames has been a mill worker and is without resources to find a position here. It seems that when he was about 21, his mother took up a small place in the country. He  
420 he is without much knowledge and skill, but very willing. Do you suppose that your husband could find a place for him on your farm, or your brother-in-law's? Of course he is very anxious to have his wife and two small children with him. I will appreciate it very much if you will make inquiries for me.

Sincerely yours,

AGNES CARTER,

District Superintendent.

Mar. 10, '10. MR. CLARK reports they have no opening at present.

Mar. 11, '10. Letter from Mrs. Baker:

430 FARMINGDALE, March 11, 1910.

*My dear Miss Carter:*

I would indeed be very glad to help you establish the man, Thomas Ames, somewhere in our neighborhood if we knew of a vacancy. Just at present our tenant houses on both farms are occupied and the men are doing good work, so I fear we cannot help you out.

I am sorry we cannot be of service to you in your quest for work and a home for the man and his family.

Sincerely yours,  
MARY BAKER.

440 Mar. 11, '10. MISS DELANCEY feels that Mr. A. should be urged to find his own work. He was a little inclined to wait to see what we could do for him.

Mar. 14, '10. MR. AMES at District Office. Said he had been very cordially received at Caldwell's. They will continue relief for a short time while he tries to get work. A friend of his, a clerk for Moran's Installment House, Main St., is trying to get him a position there, and he feels very hopeful. The children have measles. They have called Dr. Lane. He has not quarantined the house. Mr. A. said they were out of coal. He thought possibly we would help him this  
450 much, as he did not think he would have to accept further help from us.

Mar. 14, '10. Ordered half ton of coal.

Mar. 22, '10. Letter to Mrs. John Baker:

March 22, 1910.

*My dear Mrs. Baker:*

Thank you for your kind and prompt note about the Ameses. Mr. Ames has a chance to collect for an installment house in this city, which will keep him out of doors, and on the whole, I imagine it will be more congenial since the family is not used to country living. However, the ideal thing would have been for them to leave the city. We may yet accomplish it.

460

Sincerely yours,  
AGNES CARTER,  
District Superintendent.

Mar. 24, '10. MISS DELANCEY reports that Mr. Ames is canvassing for the Installment House on 20 per cent. commission. He is selling plated silverware. She is doubtful whether he will succeed, as he has not very much initiative. She had found a job for him as grocer's clerk, which he declined to take, because he would be indoors so much. The matter will have to rest until Mr. A. himself becomes convinced that he has made a mistake.

470 Apr. 11, '10. Visited. MR. AMES has been canvassing with Rogers' silverware. The first week he did fairly well; last week he made no money at all. He is not the type of person to push himself very much. One of the very warm days he also got overheated and caught a slight cold, but he is all right again. He has succeeded in seeing Mr. Wallace, the vice-president of Caldwell's. They may give him the charge of the auditorium, which will be a permanent job and very suitable. They have a lodger at \$1.25 a week. Mrs. Ames' mother is working at the Boxtton Hotel, and Caldwell's still continuing their \$5, so they are getting along very comfortably. Mrs. Ames says  
480 it is wonderful how they have managed to keep their home together, considering that Mr. A. has not worked for more than a year. She seemed to think that people had been wonderfully good to them.

Apr. 12, '10. MRS. STONE, of the dispensary, called at office. She had just been at the Ames's and learned that Mr. A. has secured the position at Caldwell's. He starts work there the 13th. His principal responsibility is to tend the door at the auditorium. This means plenty of fresh air and not too much hard work. It seems to be almost an ideal position, and since he is an old employe at Caldwell's and in good standing, he is now probably fixed for life.

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## CASE XII.

### O'GRADY—CRIPPLED.

490 Sept. 27, '12. MR. PERKINS, of the Club for Workingmen, reports that Mrs. O'Grady applied to them and wants work. Mr. O. was hurt and has been in St. John's Hospital six weeks. There are three children, seven, four and two years old. They are in immediate need of food.

Sept. 27, '12. At 23 Rich St. House neatly furnished and very clean. Mrs. O'Grady opened the door. She is a tall, thin Irish woman with dark hair, blue eyes, thin face, very white. She had Timothy in her arms. He was crying and looked very forlorn. Mrs. O. said he was sick. She called Mr. O. from the kitchen.

500 Mr. O'Grady is of medium height, rather slender, with dark curly hair, brown eyes, brown moustache. Limped and had to use two canes. Manner very courteous. Said he hoped he would be able to get back to work very soon, although he is becoming a little discouraged. In May of this year he was repairing the shed, when he fell and fractured his hip. Dr. Smart has always been their family physician and has surely been a friend, but feels that he would have been at work today had Dr. Smart taken action sooner. Thought that Mr. O. simply had a bad sprain and kept him at home ten days before sending him to St. John's Hospital. Mr. O. is a driver; said he is very well known by the men in  
510 the different coal yards in the neighborhood, as he has worked for several of them. Seven years ago he worked as switchman for the People's Street Railway Co. in North X—, and it was then he joined the Street Railway Co. Benefit Association. He pays 50 cents per month into this, and when he became ill received \$5 a week benefit for 13 weeks. With his wife going out working they managed to get along fairly well as long as the benefits lasted, but, as his leg had been in this bad condition twenty weeks, they had been without benefits for some time. Mrs. O'Grady spoke of two of his brothers, but said that neither is able to help him. His parents are in Ireland, but they are poor and  
520 had not been able to send him any assistance. When asked about church connections, Mr. O. said he was a Protestant and is not a member of any church, but often attends Rev. Sampson's Mission. His wife is a Roman Catholic. She does not send the children to church nor does

## FACE CARD

Surname O'GRADY

Date 9-27-12

Date	Address	Rent per mo.	Rms.	Landlord	Address
9-27-12	23 Rich St.	\$10	4	Geo. Bateman	14 Orange Ave.

First Name	Age	Date of birth	Occ. or school	Wages	Phys. Defects
<b>Man's</b>					
1 John	45		Driver	\$12	Fractured hip
<b>Woman's Maiden</b>					
2 Mary	34		Day's work	\$3	Heart trouble
<b>Children</b>					
3 Anne		1-22-06	Rich St. Sch.		Astigmatism
4 John		7-14-08			
5 Timothy		8-22-10			

Nationality	Religion	Benefit Socy.	Mo. Premium
M Irish	Prot.	St. Ry. Co. Ben. Assn.	50c.
W	R. C.		

Previous addresses	When	Referred by	Address	Date
49 Park St.	1907	Workingmen's Club	1102 Watson St.	9-27-12

Relatives not living in family	Address	Kinship	To. No.
Mr. and Mrs. Michael O'Grady	St. Martin's Cross, Co. Cork, Ireland	parents	1
Thos. O'Grady	do.	son	1
Ellen O'Grady	do.	dau.	1
Wm. O'Grady	do.	bro.	1
Henry O'Grady	18 Rich St.	bro.	1
Robert O'Grady	182 Wyoming St.	bro.	1
Mrs. Maggie O'Rourke	142 Elm St.	sis.	2
Mrs. Bridget Gallagher	4308 Lester St.	sis.	2
Mrs. Connelly	4308 Lester St.	niece	2

Churches Interested	In No.	Medical Agencies Interested	In No.
Rev. Sampson's Mission	1	Dr. Smart, 82 Roberts Ave.	1, 2, 5
Church of Sacred Heart,	2	St. John's Hosp.	1, 2
Father Weston,		Orthopaedic Hosp.	1
Mr. McGuire, S. V. de P.		Dr. Peters, 69 Oliver St.	3
		Presbyterian Hosp.	3

References	Address	Connection	Debts
Mrs. Bausmann	843 West St.	Friend	\$30 to Mrs. Bausmann \$28 to Dr. Smart

Of No.	Employers	Address	Position	When	Wkly. Earnings
1	People's St. Ry. Co.	No. X-	Switchman	1905	
1	Walton Coal Co.	10th St.	Driver	10 yrs. ago	
1	National Ice Co.	York Ave.	Driver	1912	
1	Fox Coal Yard	11th St.	Driver	3 yrs.	
1	Harkness Coal Yard	261 N. 4th.	St. Driver		
2	Mrs. Elton	143 Fox St.	Day's Work	Sept. 1912	\$3
2	Mrs. Foster	9 Milk St.	Washing	Nov. 1912	
1	Elgin Mills		Elevator	Dec. 1912	\$9

she attend herself. She is in St. Patrick's parish. Mrs. O. said she has two sisters, but they cannot help her. When Mr. O. was first hurt she did day's work regularly and could earn as much as \$5.50 a week, but for the past few months she has not been able to do this much work. She is really in bad health, and has been thinking of going to Dr. Smart. They owe him about \$28 now, but he is willing to have them go to him and pay when they can. At present Mrs. O. is employed by a Mrs. Elton to do day's work several times a week, and is earning about \$3.

Both were very willing to give their references. Mr. O. said he is well known and he knows he will be well spoken of by all his employers. Mrs. O. also referred us to a Mrs. Bausmann, saying she is a good-hearted German woman and has been a good friend to them. She has loaned them \$30 for the past three months' rent. Mrs. O. said they have managed to get along until now, but she feels she cannot stand the strain much longer. She said there was nothing in the house to eat and she did not know where to go, so she went to the Club for Workingmen. We suggested that she go to see Dr. Smart to-night and take Timothy with her. Promised food.

Sept. 27, '12. Sent groceries, \$1.25.

Oct. 1, '12. MRS. O'GRADY at District Office. Said she is in need of food, has no more in the house. Told her we would send her some, and that Assistant would call to see her soon. Sent groceries, \$1.02.

Oct. 2, '12. WALTON COAL Co. had a dim recollection that Mr. O. worked there about ten years ago, but could find no record of it, and thought he must have been there a very short time. Could tell us nothing.

Oct. 2, '12. NATIONAL ICE Co. Mr. O. worked for them a short time last year and was perfectly satisfactory. Was very unfortunate; had been with them only a few weeks when he fell off the roof.

Oct. 2, '12. FOX COAL YARD. Saw Mr. Fox, who said Mr. O. was in their employ for about three years. Had been a good, faithful fellow. For a time the family lived in the dwelling over their office, and naturally Mr. Fox saw a great deal of them. Mr. O. worked regularly and always had money, because he and the family were economical. Very sorry to hear that he and his family were in such hard luck. Would like to help, but, as he is a regular contributor to hospitals and other charities, does not feel that he can assume any more responsibility just now.

Oct. 2, '12. HARKNESS COAL YARD, 261 N. 4th St. Mr. Harkness was not in but we talked with the clerk in the office, who recalled Mr. O. as soon as we mentioned him. Was employed by Mr. Harkness several years ago and his work was perfectly satisfactory. When we asked the clerk if she thought Mr. Harkness would be interested in helping the family now, she said that she did not think he would, as

he had helped the family several years ago and Mr. O. did not seem  
570 to appreciate it. Confided that Mr. O. had a very hasty temper. Could  
not read or write and often got into disputes about the delivering of coal,  
etc. One day became so angry that he fought with another driver and  
was arrested for assault and battery, and was sent to prison for two  
months. While he was locked up Mr. Harkness paid the family's rent,  
etc. Clerk asked if we knew that Mrs. O. was a second wife. First  
wife died many years ago, and he has two children by her, whom he  
sent to Ireland after her death. Asked her if she would speak to Mr.  
Harkness about Mr. O. Agreed to, but did not think he would give  
any assistance.

580 Oct. 2, '12. Visited in the neighborhood of previous residence, 49  
Park St. Several of Mrs. O.'s old neighbors said she lived in the street  
for five years and was a very good neighbor. Always worked hard, and  
she and her husband seemed to get along well. Mr. O. fond of the  
children, worked steadily and never drank.

Oct. 2, '12. Talked with MAGGIE O'ROURKE, 142 Elm St., who  
said she is not able to give Mrs. O. any assistance. Has two children;  
husband earning only \$8 a week, and out of this they are trying to pay  
\$12 a month rent. Felt very sorry for her sister. She tries hard;  
hopes Mr. O. will soon be able to return to work; does not think her  
590 sister could have a better husband. Would try to give her sister food  
occasionally but could promise nothing regularly.

Oct. 2, '12. Located BRIDGET GALLAGHER at 4308 Lester St.,  
living with Mrs. Connelly, her married daughter, who has two chil-  
dren. Mrs. Gallagher seemed very peculiar; is older than Mrs.  
O'Grady, and kept repeating that she did not see why we had come  
to her, as she is poor and cannot give any assistance. Mrs. Connelly  
seemed much embarrassed at her mother's attitude, and explained  
that it is hard for her mother to understand. Said that she would  
have helped Mrs. O'Grady if she could, but impossible for her to do  
600 anything; has several children, husband earns only \$13, and they  
find that this is not more than enough to meet expenses.

Oct. 2, '12. Visited. MR. O'GRADY opened the door and said  
his wife was out working. Much worried about her. Dr. Smart had  
told her she had heart trouble and that her eyes needed attention.  
Talked with Mr. O. about his first marriage. He said that his first  
wife died about 13 years ago. She had been sick only a few days and  
died of convulsions. His two children were very young and he decided  
to take them to Ireland to his parents. Did not think they would be of  
much help to him now, as they had been raised on a farm and it might  
610 not be easy for them to get work even if they were here.

Oct. 2, '12. MRS. BAUSMANN is a very good-hearted German  
woman, apparently. Said she could not say enough in favor of the  
O'Gradys; is an old neighbor of theirs and has known them for many  
years; has always found Mr. O. a good worker and a good provider

in every way. When he could work, never missed a day; always very good to his wife and the children. Confided that he had a rather unhappy life before marrying Mrs. O.; that his first wife had been a heavy drinker. Spoke of Mrs. O. as being a very good mother; fond of her children and had tried hard to keep the family together since her  
620 husband was hurt. As far as Mrs. Bausmann knows, the family have received practically no help from their relatives. Mrs. O.'s sister Bridget is unable to help; entirely dependent upon her daughter and son-in-law. Mrs. Gallagher very queer; her daughter thinks that sometimes her mind is affected. Also knew Henry and Robert, Mr. O.'s brothers. They do not earn very much; Robert has a whole regiment of children to provide for, and Henry, who is a pretty good sort of a fellow, has a wife who is a drunkard. Robert's wife drinks also. If we went to Robert, he would probably not speak in Mr. O.'s favor, as he was opposed to his marrying a Roman Catholic. Asked Mrs. Bausmann if she could pay the rent for the family this month. Said she has  
630 now lent them \$30, and she could not say just then whether or not she could advance the money this month. Pities the family greatly and would rather do without bread herself than see the constable put on them. Promised to talk the matter over with her daughter to-night and let us know just what they would decide to do this month.

Oct. 3, '12. Note from MRS. BAUSMANN saying that she could not help at present.

Oct. 3, '12. DR. SMART shook his head as soon as we mentioned the family; said they were surely in hard luck and as deserving people  
640 as he had ever come in contact with. Mrs. O. really not in condition to work; has heart trouble and should be treated for it. Eyes also in poor condition. When we asked about Timothy, he said the child was under-nourished; thinks he will come around all right now, after taking the medicine he gave Mrs. O. for him. Had not seen Mr. O. for some time but, from the nature of the fracture, it is hardly likely that he will be able to work for six months. The family now owe him a bill, but he had told Mrs. O. that, as long as she is in hard luck, she is welcome to come to him and bring the children.

Oct. 3, '12. ST. JOHN'S HOSPITAL. Supt. Eldridge showed us  
650 Mr. O'Grady's hospital card. Admitted in the early part of May and discharged about the middle of June. Case diagnosed as fracture of neck of femur. Discharged as "cured." Supt. was surprised to hear that he was still not working, and said that he should have been able to return to work within a couple of weeks after leaving the hospital. When discharged, they told him that if he needed any treatment he should return either to dispensary or to Dr. Smart, as they knew Dr. S. was the one who had him admitted. Suggested that we ask Mr. O'Grady either to come to them for an examination now or go to Dr. Smart.

Oct. 3, '12. MR. HARKNESS not in. Asked clerk if she had

660 spoken to him about the O'Grady family. Said she had, but that he could not consider helping at this time.

Oct. 3, '12. RICH STREET SCHOOL. Talked with Miss Taylor's assistant, who called Annie's teacher to the office. Is very fond of Annie, as she is a quiet child with good manners. In the first grade and has the intelligence of the average child; very neat and apparently well cared for; always regular in attendance.

Oct. 3, '12. CONFERENCE *decided that we give \$5 a week for two weeks; have Mr. O. go to the Orthopædic Hospital and get expert opinion as to his condition.*

670 Oct. 4, '12. Visited. MRS. O'GRADY had just returned from a day's work. Said she had earned \$2.50 this week and they will have enough for food until Oct. 6th. She is taking the medicine Dr. Smart gave her and is feeling much better. Told her that he does not consider her able to continue working at present, and suggested going to St. John's Hospital to have her eyes examined. Going early part of next week, but fears she will need glasses and does not like to impose on us. Talked with Mr. O'Grady about going to the Orthopædic Hospital, and told him that he could go Tuesday, Thursday or Saturday, at 12 o'clock. Said he would do anything to get better, as he is very anxious  
680 to return to work.

Oct. 4, '12. HENRY O'GRADY and his family were eating supper. The house fairly clean, but Mrs. O. very untidy; plain to be seen that she is a drinking woman. Children not very clean. Henry seemed much interested in his brother, who was a hard-working man and very fond of his family. Henry and Robert are both working for Shaw Co. Henry earns only \$10 a week, and often cannot meet expenses on this amount. Said confidentially that Robert has a better position than he and earns fairly good money, but it has been impossible for him to help either, as he has six children. Told Henry that we hoped he  
690 would help his brother, even if it were only occasionally. Said he would do what he could.

Oct. 4, '12. ROBERT O'GRADY's house very bare and children in their bare feet. Did not see Mrs. O'Grady, as Robert said she was ill upstairs. Is a fireman and earning \$2 a day; averages \$14 a week, as he works on Sundays. Needs every penny of this, however, by the time he keeps his \$11.50 a month rent paid up. When John was first taken ill, gave the family a dollar a week, but found it impossible to continue it. We asked him if he could start this payment and continue for a few weeks now, but he said he could not. Did say, however, if he  
700 sees his way clear to give John a dollar occasionally, would do so, but would promise nothing regularly. Spoke well of his brother.

Oct. 5, '12. REV. SAMPSON could recall Mr. O'Grady as being an attendant at his church. Remembered several families living in the same row with the family, but has never visited the O'Gradys. We



explained the case to him and asked if the church would consider helping. He said they had just cleared off the church debt and the funds were very low at present, but he will see what he can do. Even if the church cannot give financial assistance, he will visit the family and encourage Mrs. O. to send the children to Sunday school.

- 710 Oct. 5, '12. ORTHOPÆDIC HOSPITAL, Social Service Dept., by telephone. Miss Schott's assistant said that Mr. O'Grady called at the dispensary shortly before 12 o'clock, and was told to return at that hour. Was quite certain that he had not returned, but promised to look it up and telephone us later in the day.

Oct. 5, '12. MR. McCONNELL, of the St. Vincent de Paul, by telephone; explained the case to him. Thought that family was just outside St. Patrick's conference. Said he would find out definitely tonight. Suggested that we telephone him on Monday, Oct. 7th.

Oct. 5, '12. Letter to Mr. O'Grady, Ireland:

720

October 5, 1912.

MR. MICHAEL O'GRADY.  
St. Martin's Cross, Co. Cork, Ireland.

*My dear Mr. O'Grady:*

We are interested in John O'Grady, your son, living at 23 Rich St. As you probably know, he has not been able to work for several months on account of the fracture which he received the early part of May. He is not receiving a benefit at present and his wife is unable to continue doing days' work on account of the bad condition of her heart. The children are not very strong and need more nourishment than they have been getting. Are you and your wife able to help in any way? Perhaps William, your other son, who we understand is with you, would be able to give you some assistance. We understand that Thomas and Ellen, John's children by his first wife, are also with you. Perhaps they will be able to do something or make some suggestion. If you feel that you can send your son any money, it can be sent direct to him or through our society.

730

Thanking you for an early reply, I am,  
Very truly yours,  
ETHEL LAWRENCE,  
District Superintendent.

- 740 Oct. 5, '12. Letter to People's Street Railway Co., asking for Mr. O.'s work record.

Oct. 5, '12. ORTHOPÆDIC HOSPITAL telephones that they have learned by X ray that Mr. O. has had a fracture, but they think the sciatic nerve is also affected. It will be necessary to have an examination by Dr. Bunn in clinic, Monday, Oct. 7th, after which will 'phone us final diagnosis.

Oct. 7, '12. MR. McCONNELL reports that Mrs. O'Grady is living in the parish of the Church of the Sacred Heart.

- 750 Oct. 7, '12. SACRED HEART PARISH, Father Weston. Did not know Mrs. O.; the block on Rich St. in which 23 is in a very bad district, and he did not seem to think that Mrs. O. was worth much if she lived there. Explained that the family references were good, and

gave the Henry O'Grady family's reputation, so that he would not confuse the two. Said he would refer the matter to Mr. Maguire of the St. Vincent de Paul Conference and they would visit.

760 Oct. 7, '12. Visited. MR. O'GRADY had gone to Orthopædic Hospital; Mrs. O. very much worried about his condition, and hopes that after they have diagnosed his case we will tell her exactly what the trouble is. She usually does a half-day's work on Monday, but did not feel equal to it to-day. Is going back to Dr. Smart again this week. Told her we wanted to help them out, but that she must go to St. John's Hospital eye dispensary and bring her card to us. Promised to go to-morrow. They are now in need of food. Explained that some of the men from the Sacred Heart Conference would call to see her. Would not object to accepting help from the church, but hoped her husband would not be at home when they called, as he is very opposed to the Catholic religion and makes a great fuss when the priest enters the house.

770 Oct. 7, '12. Special relief slip: Refund, \$1.25; \$5 a week food for two weeks, \$10. Total, \$11.25.

Oct. 7, '12. Sent groceries, \$1.24.

Oct. 9, '12. MRS. O'GRADY at District Office to know what the hospital had to say about Mr. O. Had been to the St. John's Hospital but did not have her card with her; is to return there on Friday. Really feels able to work; told her not to do so for a little while; we would try to help her with food until something could be learned about Mr. O.'s condition; would have to decide later in reference to the rent. Has very little food in the house at present. Gave \$1.00 for food.

780 Oct. 10, '12. PEOPLE'S STREET RAILWAY COMPANY have no record of O.

Oct. 10, '12. MISS SCHOTT telephones unable to get a thorough diagnosis of Mr. O.; going to be very hard for her to do so. The doctors do not seem to understand our work sufficiently to take just the interest in it we would like; will do her best, however, and let us know more by next week. Heard a doctor say he was lucky to be walking at all and that it would probably be a case of long duration.

790 Oct. 11, '12. Visited. MR. O'GRADY feeling very much better; believes the Orthopædic Hospital is doing him some good. Doctors very nice to him, but surprised to-day when one of the nurses spoke to him about paying for massage treatment. Mrs. O. asked if we would try to see landlord about the rent, as he has been pressing them for it. Gave \$2.50 for food.

Oct. 14, '12. GEORGE BATEMAN, real estate. Not in. Explained our interest in case to his assistant, and asked if Mr. Bateman would be willing to wait a little while for the rent. He felt pretty sure that Mr. Bateman would not be willing to; have had a great deal of trouble with

the tenants in the same row and the landlord is very particular about their collecting the rents promptly. The house is really worth more than \$10, it should bring \$12. Suggested that we telephone Mr. Bateman the next day.

Oct. 15, '12. MRS. O'GRADY at District Office, asking if we had heard anything further in reference to Mr. O.'s condition. Told her all we knew. The rent is bothering her a great deal. Promised to try to learn something more definite this week about Mr. O., and then tell her what we could do about the rent.

Oct. 16, '12. ST. JOHN'S HOSPITAL. Saw Dr. Hermann; learned that Mrs. O.'s card was 4321. She has a far-sighted astigmatism and needs glasses.

Oct. 16, '12. MR. PHILIP MAGUIRE, St. Vincent de Paul Conference, said he spoke to Father Weston about the family, but they have been so busy that it has been impossible for them to visit. He will do so to-day or to-morrow and hopes to be able to give us some information when we call again.

Oct. 17, '12. Letter from Mr. Bateman, asking us what we are going to do about the rent.

Oct. 17, '12. Telephoned Mr. Bateman's office. He was not in, and his assistant was rather short. Said he was authorized to speak for Mr. Bateman and wants us to understand that settlement of rent will have to be made very soon; unless they hear from us or Mrs. O. by Saturday, Oct. 19th, they will send a constable's notice.

Oct. 17, '12. Visited. MRS. O'GRADY said that Mr. Maguire had given her an order for \$2 worth of groceries, and said they would give her this amount until Mr. O. is able to go to work. Gave Mr. O. 50 cents for carfare. He is going regularly to the hospital three times a week and feeling very much better. Can now bear his weight on his limb. Mrs. O. has been going to eye dispensary and expects to get her prescription to-morrow; will call at District Office on Saturday, Oct. 19th, and bring it with her. Hopes we will be able to do something about the rent, as the collector has been there twice this week.

Oct. 17, '12. Telephoned MISS SCHOTT. She gave information contained in letters she was just mailing.

Oct. 17, '12. CONFERENCE *decided that we continue help pending diagnosis at Orthopaedic Hospital; pay one month's rent; church will give \$2 grocery order until Mr. O. is able to do something.*

Oct. 18, '12. Special Relief slip: \$10, one month's rent; \$6 for food for two weeks. Total, \$16.

Oct. 18, '12. Letter from MISS SCHOTT, enclosing letter from Dr. J. L. Bowman:

October 18, 1912.

840 *Dear Miss Lawrence:*

This came in this morning. Hope you can read it. Am afraid it is pretty discouraging. So sorry I couldn't give it to you yesterday.

C. R. SCHOTT.

October 14, 1912.

*My dear Dr. Bowman:*

The Charity Organization Society is assisting the family of John O'Grady (Book 44, page 60). They desire to know your opinion as to how long he is likely to be incapacitated for work. Dr. Bunn, who has prescribed electrical treatments for him, has referred me to you for this information.

850

Yours very truly,

CAROLINE R. SCHOTT.

(in pencil)

Man has had an injury to his hip and it will probably be a long time before he can work.

DR. BOWMAN.

Oct. 18, '12. Telephoned GEORGE BATEMAN that it would be impossible to let him know whether or not we could pay the rent until Oct. 22d. Said he would give us until 5.30 on that day, and if he does not hear will send a constable's notice on Oct. 23d.

860

Oct. 19, '12. Asked DR. SMART about Mrs. O.'s present condition. He saw her the other night and she is much improved. It would do her no harm to do day's work again, if she does not overwork herself. He thinks three days a week would not be too much. He would advise her continuing her treatment with him. If he sees that the work is too much for her he will let us know.

Oct. 21, '12. MR. MAGUIRE seen. The church gave Mr. O. an order for groceries last week and he has requested them to send same this week. Each week the matter will have to come up before their Conference for a new "grant," but he felt safe in saying they would continue this order until Mr. O. was able to work. Asked him about the rent. Said it is not customary for them to give rent, except in special cases, and then the Conference does not like to grant it unless it is for a family that has been on their list for some time. Did not seem to think there would be any use in making an appeal of this kind.

870

Oct. 21, '12. Telephoned Miss SCHOTT, Orthopædic Hospital. Asked if she considered Mr. O. a hospital case. Not a case for them, as she asked Dr. Bowman about this when giving Mr. O.'s diagnosis. When she asked Dr. Bowman if he considered Mr. O. a City Hospital case, he would give her no answer, simply said it would be a case of long standing and a question whether Mr. O. would ever fully recover. It would, no doubt, be beneficial to Mr. O. to continue his treatment in the Dispensary.

880

Oct. 25, '12. When in the office of Harkness Coal Yard about another matter, the clerk mentioned Mr. O. Mr. O. was in this morning and had a long talk with Mr. Harkness. The latter asked Mr. O. to go with him to his doctor to be examined. We explained

to the clerk that Mr. O. is now going to the Orthopædic Hospital and that we believed they would give him the best possible attention. The clerk was rather disagreeable about this. Said that it has all been  
890 arranged. Mr. Harkness has made the appointment with the doctor, etc., and they hope that Mr. O. will learn just what ails him.

Oct. 25, '12. Visited. MR. O'GRADY opened the door. Said Mrs. O. had gone out to do a day's work. She is not feeling much better. Told him what Dr. Smart had said. Mr. O. himself is feeling much better; going regularly to the Orthopædic. We mentioned Mr. Harkness. Mr. O. agreed that he should not be going to two doctors, but did not like to offend Mr. Harkness. Gave \$2.50 for food, and explained that Mrs. O. could be measured for glasses any time at Ball & Lion's. We could not pay for these, but would help with food for a  
900 couple of weeks, and this should enable Mrs. O. to pay for the glasses (\$2.90) out of what she is earning. Noticed that Annie was home from school. Mr. O. said that her liver was in bad condition and that when Mr. Maguire, from the church, called a couple of evenings ago, he offered to take Annie to his doctor.

Oct. 29, '12. Gave MRS. O'GRADY \$2 at District Office. Said she is feeling very well and working three days a week. Will return to the doctor if we want her to. Mr. O. is improving under the treatment at the Orthopædic Hospital and Mr. Harkness has not yet taken him to his doctor. She will not allow him to go if we say not. Told  
910 her we felt they should not run the risk of hurting Mr. Harkness' feelings and to let him go for one visit if necessary, Mr. O. to explain to the doctor just what treatment he is receiving and also to get his name and address, as we would visit and ask the doctor if he did not consider it better for Mr. O. to continue at the Orthopædic Hospital. If possible, we will see Mr. Harkness; had not been able to as yet. Mrs. O. thinks the rent can wait a couple of weeks. It is due on the first. She certainly is grateful for our interest and does not know what they would have done but for us. Anxious to know about Mr. O.'s condition, but we could not give further information.

920 Nov. 1, '12. Miss SCHOTT, while telephoning about another case, asked about Mr. O. Reported improvement.

Nov. 8, '12. Visited. The church is still sending the grocery order. Mrs. O. earned \$2.75 this week at day's work, and has her glasses. Mr. O. still taking dispensary treatment.

Nov. 9, '12. Special Relief slip: Rent for three months, \$30; one ton half-price coal, \$3.50. Total, \$33.50.

Nov. 11, '12. Miss SCHOTT telephoned to, but had no further news of Mr. O. Glad to hear he was improving and suggested that we send him to the dispensary on the 16th, giving him a note to the  
930 Social Service Department so that one of them might go with him to the doctor and get further news.

Nov. 13, '12. Visited. Gave MR. O'GRADY card to Miss Schott.

Nov. 13, '12. District summary for writer of appeal letter at Central Office:

November 13, 1912.

*O'Grady:*

Here is a family with a splendid reputation, but who have met with misfortune in the illness of the bread-winner. Mr. O'Grady fractured his hip several months ago, falling from the shed roof, which he was trying to repair. 940 He is now without funds and unable to work. However, we were instrumental in getting treatment for him at the Orthopædic Hospital and he seems to be improving. The doctor will not commit himself or give us hope of any definite time for his recovery. Therefore, we must meet the rent for an uncertain period. At present, we are asking for thirty dollars for three months. For several weeks Mrs. O'Grady was ill. She had some heart trouble. This condition is improved and she is able to do about three days' work a week for which she earns three dollars. The church is helping with a \$2 grocery order. So the food is provided for. Mrs. O'Grady had to have glasses and we made it possible for her to get these. Altogether the family has certainly 950 been much handicapped with illness. They are very satisfactory to deal with as they are so grateful for everything that is done for them.

Nov. 18, '12. MRS. O'GRADY at District Office. Mr. O. went to the Orthopædic Hospital on the 16th. Dr. Bowman examined him and says he is able to do light work. Mr. O. is anxious to get some as soon as possible. Mrs. O. earned \$3 last week, but that would not be enough for food, as the church did not send an order this week. The priest called last week and Mr. O. had told him that the doctor considered him able to do light work; they probably discontinued the order on account of this. Annie is badly in need of a pair of shoes and Mrs. 960 O. had intended to speak to the Conference man about it this week.

Nov. 19, '12. MR. MAGUIRE seen. Said he thought the family received an order late yesterday afternoon; there was some mistake about it last week. Told Mr. Maguire we had not succeeded in getting information from the hospital as yet, but would keep him posted as to Mr. O.'s condition. Said they would appreciate this, as the church would continue sending the order until Mr. O. gets work. We spoke about Annie's needing shoes. Cannot get them through the Conference this week, but will call their attention to it at their next meeting, Nov. 24. If Mrs. O. can do more work, Mr. Maguire thinks he can get 970 her another washing.

Nov. 19, '12. Visited. MRS. O'GRADY is doing three days' wash and would be glad of another. She would be willing to work more, but Dr. Smart said she ought not to do more than three days' work a week. Mr. O. came in during the conversation. Looked very happy; anxious to get to work; has heard of a vacancy for a watchman at the Metropolitan Ice Co. A man has applied for it, but thinks the position still open. Promised to see what we could do. Gave Mr. O. \$10 for one month's rent. Hoped he could do something for us in the future.

Nov. 19, '12. METROPOLITAN ICE CO. Asked about the vacancy. 980 Said their old watchman had left and his place had been filled by one

of their other employes as soon as the vacancy occurred. Knew of no one who might have work for Mr. O.; would bear him in mind. Left our card.

Nov. 19, '12. FOX COAL YARD. Mr. Fox not in. Asked his assistant if they had any work for Mr. O. Assistant remembered Mr. O. distinctly; knows he is a willing worker, but they have nothing to offer, as their work is very heavy. Said he would speak to Mr. Fox and telephone if he knows of anything.

990 Nov. 19, '12. ORTHOPÆDIC HOSPITAL, SOCIAL SERVICE DEPT., telephones that Dr. Bowman saw Mr. O. and was delighted with his improvement. It would be a good thing to continue treatment, but he is now able to go to work.

Nov. 27, '12. MRS. O'GRADY at office with card from Annie for her school work. Said Mr. O. was anxious to get some light work. Has no coal. Told her how to get half-price coal. The church is still helping and gave shoes for Annie. Mrs. Foster only sends her wash every other week now, so that one week she has three washes and the next two.

1000 Nov. 30, '12. FOX COAL YARD. Asked Mr. Fox if he knew of any work. His work would be entirely too heavy and he knows of no other.

Dec. 4, '12. Reported family to the Washington Street High School for Christmas gifts.

Dec. 4, '12. Paid for the coal, \$3.50.

Dec. 4, '12. Visited. Gave MR. O'GRADY card to the Fordham Car Barn to see if he could get work as a sweeper. Suggested that he call at District Office the following day if he did not get work. Mrs. O. still doing day's work, but made only \$2 this week. They are still receiving groceries from the church. Gave 25 cents for car fare.

1010 Dec. 5, '12. MR. O'GRADY in District Office. He had been to the Fordham Barn, but they did not need sweepers or brakemen. Asked what he thought he could do. Said he could sweep cars or do anything that was not strenuous. Thought he might work around a livery stable. Knows all about horses, as he was a jockey when young. Said horses had been a great delight to him then and he had been in many races. Has a mark on his hand and nose where he had been hurt when thrown.

Dec. 6, '12. Visited. Gave MRS. O'GRADY the coal ticket. Said she would pay us for same as soon as Mr. O. got work.

1020 Dec. 7, '12. MRS. O'GRADY at District Office. Gave her note for Mr. O. to take to the Farquhar Employment Agency, and another note in case he didn't get work there, to the Central Employment Agency, saying we would be responsible for the fee. Gave Mrs. O. a coat and skirt.

Dec. 16, '12. MRS. O'GRADY at District Office. Mr. O. is still out of work. She earned \$3.20 last week but is worried about the rent. The agent was there last week and said he would give her until Dec. 18th.

1030 Dec. 18, '12. MR. O'GRADY at District Office. Told him of a possibility of a janitor's position. This appealed to him. Telephoned Mr. Carpin, of the Elgin Mills, asking if he had work for Mr. O. As Mr. Peach, who employs the men, was not in, they promised to let us know. The rent is overdue and the landlord is pressing.

Dec. 18, '12. Telephoned GEORGE BATEMAN, real estate. Told him we would give the family the rent the next day. If it is the same to us, he would prefer a check. Agreed to send same to-morrow.

Dec. 19, '12. MR. CARPIN, over telephone, says send Mr. O. to his office and he will employ him. Wrote Mr. O.

1040 Dec. 21, '12. MRS. O'GRADY at District Office. Mr. O. had started to work this morning to operate the elevator. Asked us to telephone to find out how he was getting along but thought we'd better not. Is so delighted to think that he is working that she beams from ear to ear. Loaned her \$2.50 for shoes.

Dec. 26, '12. MRS. O'GRADY at District Office, very grateful for the Christmas remembrance. They really had a fine day. She seemed encouraged. Mr. O. getting along nicely but thinks when he is well will look for something else.

Feb. 13, '13. While telephoning MR. CARPIN, asked how Mr. O. was doing. Said he is a good man but of course is not able to do hard work. They gave him light work, running the elevator.

1050 Feb. 21, '13. Visited to see if Mrs. O. would take care of Bennie Lent (see case record No. —) until he is able to go back to the Nursery. As Bennie had a ringworm, Mrs. O. was afraid her children would catch it, so preferred not to take him.

Mar. 8, '13. MRS. O'GRADY at District Office to give us a dollar on account of loan for shoes. They are getting along very well. Mr. O. earns \$9 a week and they are happy to be doing so well.

1060 Apr. 4, '13. Visited. MRS. O'GRADY said she had expected to come down on Saturday to pay for the shoes. She would have paid sooner but the little girl complained of her knee and she had to take her to Dr. Peters. Some time ago she had trouble with her knee and the doctor at St. John's Hospital said it was a tubercular knee and she was in the hospital. Recently Annie said her knee hurt and Mrs. O. found it to be swollen. Took her to the doctor, who said she must have fallen; gave Mrs. O. some liniment to rub it with. It is now stiff and she cannot bend it. We urged Mrs. O. to take her to the dispensary, as it might mean she would be crippled for life. Said that Annie would not



go to the hospital. After considerable talk, Mrs. O. promised to take Annie on Saturday.

1070 Apr. 9, '13. MRS. O'GRADY at District Office to refund loan for shoes, \$1.50.

May 23, '13. At PRESBYTERIAN HOSPITAL, asked about Annie. It will do her no good to wear glasses. In about two years she will need an operation. The trouble with her knee was lack of fluid and that condition has righted itself and the child is all right now.

June 11, '13. Reported the children to the Children's Outing Fund.

1080 Nov. 10, '13. [Memo. after record received.] Talked to-day with Miss Lawrence, formerly of X— C. O. S., in whose office this case was handled. She stated that the man is still employed by Mr. Carpin and is well liked. Family situation very good.

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# CHARITY ORGANIZATION BULLETIN

FOR THE CONFIDENTIAL USE OF  
CHARITY ORGANIZATION SOCIETIES  
CHARITY ORGANIZATION DEPARTMENT

OF THE  
RUSSELL SAGE FOUNDATION, 130 E. 22D ST., NEW YORK

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MISS M. E. RICHMOND, DIRECTOR

FRED S. HALL, ASSO. DIRECTOR

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## THE CULTURE OF FAMILY LIFE\*

BY PORTER R. LEE

IN our present movement towards a better society four tendencies are discernible which from the point of view of the charity worker are of first importance in the culture of the family. The first is the movement for the prevention of human misery through legislation and education.

Second, is the tendency to deal with certain contingencies and needs of men on an insurance or community service basis, open to all members of the community on the same terms, rather than on the basis of relief.

The third tendency is the development of generous and varied schemes of relief for those whose powers are not equal to the demands of self-maintenance and welfare.

The fourth tendency is the development of comprehensive standards and sound methods of social treatment into which such relief schemes should be incorporated.

The interest of the charity worker—and by him I mean all case workers—in the first and second of these tendencies and in the importance of the family as a fundamental social institution, I must ask you

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\*Read in the section on the Family and the Community, at the National Conference of Charities and Correction, Memphis, Tenn., May 13, 1914.

to take for granted. It is certain less discussed implications of the third and fourth tendencies that I wish to examine.

The program of every agency for the culture of family life looks forward to a family responsible for its own culture—a family establishing its own ideals, meeting its own emergencies, developing its own powers, resting solidly upon its own resources, receiving constant stimulus, suggestion, service and enjoyment from coöperative contacts with other families and with the organized activities of the community. It is when a family's powers are not equal to its own needs that it becomes the client of the charity worker; and his task is to develop those powers as rapidly and as completely as possible. This task calls for an understanding of some of the distinctive responsibilities of the family.

As I see it, these responsibilities are two: responsibility for self-maintenance, for earning an income; and responsibility for transmuting income into welfare, for keeping well, for educating children, for living in wholesome surroundings, for ideals, for useful contacts with neighborhood and community.

Not every family faces the responsibility for self-maintenance. Some escape it through inherited wealth. Others are maintained by relief. It is characteristic of the third tendency of which I spoke that it is developing increasing generosity in old forms of relief, and almost as rapidly is evolving entirely new forms of relief. Widows' pensions, school lunches and free or reduced price milk for babies are illustrations of the latter.

This is at bottom a wholesome tendency. "Our use of relief has been most sparing and timid," wrote Mr. Devine ten years ago. This development—which has resulted for example in striking increases in the *per capita* relief given by many relief agencies, although such relief is still deplorably inadequate—will give us, rightly handled, a necessary physical basis for the culture of family life, which older ideals of relief giving did not achieve.

I am not here to recount the classic dangers of relief giving. I want, rather, if I can, to identify some possible results of our newer relief programs with those ancient dangers. Relief, I take it, is the gratuitous provision of commodities or services for a family which society, at that particular time, commonly expects its members to provide for themselves. The label which a service bears does not alter either its nature or its consequences. Relief, whether it is an uncommercial school lunch, a quart of modified milk, a charitable allowance or an outfit of clothes to make possible a sojourn in a mountain sanitarium is *relief*, and nothing else. Properly handled, the dangers of relief may be minimized and its great possibilities made to yield 100 per cent. In so far as relief is a danger to the culture of family life, the danger arises from our assumption that it can be substituted for self-maintenance in the family economy with little bad effect, provided only it be ample in amount.

This ignores the fact that relief is only a substitute for something else; and we have the authority of the advertisers, at any rate, for be-

lieving that no substitute is as good as the real thing. It is to assume that in losing a wage earner, a family has lost only a wage earner. It is to credit the discharge of this fundamental responsibility for self-maintenance with none of the results in character, service and stability, which are the flower of family culture; whereas the story of any family income is a story of preparation, sacrifice, planning, ambition and ideals. These are incidents which may also follow from other family experiences than the earning of an income; but they do not follow from the mere receiving of relief.

The development of minimum standards in the various phases of human life is a noteworthy contribution to social progress. For large numbers of families such minimum standards—of health, education and diet for example—must be supported by relief in some form. But to regard the standard and ignore the family is to make relief nothing but a problem in mathematics. Minimum standard food cost multiplied by number of units in the family equals the normal family budget for this item. Some such process, doubtless, the normal family may follow in expending its own income. We should be better off if more of us did. But there is a difference between the deliberations of a family upon its own budget and somebody else's mathematical calculation.

Some such conditions as these are inherent in the problem of relief. They do not appear upon the surface; but they do lie at the bottom; and analysis and search will reveal them. The solution which they suggest is clear, if one will analyze and search; but it is not easy. Clearly if the loss of the power of self-maintenance is an irreparable loss of a definite responsibility whose discharge is vital to family integrity, then the promise of the family life is in what it has left and not in what relief would substitute. Not in liberal relief, important as that is, but in our second phase of family responsibility, the transmutation of income into welfare, lies the success of a rehabilitation program. Here emerges the delicate and complicated task of social treatment, for social treatment is at bottom the direction of family resources and coöperative services into the channels of family welfare.

The transmutation of income into welfare involves the whole range of qualities which are at the basis of family life. It is in our budgetary choices, as Professor Patten defines them, that we show our strength and weakness, our ideals or the lack of them, the essential and the non-essential from our point of view. How we spend our money—what we get in health, in education, in adornment, in pleasure, in material possessions, in spiritual development for what we spend—is a sure index to the quality of the stuff we are made of. We satisfy these fundamental human wants by seizing our opportunities and by utilizing the knowledge which the past has bequeathed us. In a normal family this involves the use of agencies, officials, experts and knowledge whose separate and unrelated services, secured at our own initiative, are standardized and coöordinated by the control which we exercise over our needs and their satisfaction—a crude and incomplete control sometimes, judged by its results, but sufficient nevertheless. This transmutation of income

into welfare proceeds almost automatically with normal families. Charity workers are concerned with its operation in families who cannot control the process. It is in making this transmutation sure in such families that social treatment finds its largest significance.

The development of specialists in social treatment is a long step in the direction of efficiency. It signifies the splitting up of the problem into units upon each of which we can concentrate, developing an intimate understanding and a resourcefulness in action which would not be possible otherwise. Any community which has added to the almoner of ancient lineage the nurse, the charity organization secretary, the visiting housekeeper, the truant officer, the probation officer, the medical social service worker and others, not to mention many different varieties of some of these, has seen the tremendously increased possibilities of modern social treatment as compared with its non-specialized predecessor. If this specialization is to continue its contribution to the culture of family life, it must avoid what may easily be a fatal handicap.

As the number of case workers has increased the pressure of our treatment upon the families we are trying to help has become almost appalling. The head of a large relief society recently prepared a hypothetical case which was true to type in which fifty-seven agencies had participated. A family in the neighborhood of a New York settlement was recently receiving at one time the ministrations of thirteen persons, representing as many different kinds of social work. The evil possibilities of this in sheer waste of effort are obvious. Far more insidious, however, is the inevitable bad effect upon the family whom in the name of social service we thus abuse.

Too commonly case workers go to a home independently of each other. The coming of a baby, the health of a child, a tubercular breadwinner, the training of a boy, the need of relief—any one of these may be the reason for our errand. With our attention riveted upon the one need that takes us there, we formulate our plans for its correction, inviting, demanding or forcing the coöperation of the entire family. When several such plans are presented simultaneously to a family, indifference, confusion or antagonism on the part of the bewildered father and mother are the only logical results.

Increasingly we are striving to correlate our efforts in this matter; but the evil grows nevertheless. We have the story quoted by Miss Byington in her pamphlet as an argument for the confidential exchange of information, of a mother advised by one nurse to give her baby one kind of treatment and by another nurse to give another kind of treatment. The two nurses were each ignorant of the presence of the other in the situation. The tragic result of the baby's death was unwittingly achieved in the name of efficiency.

If the family's responsibility for its own welfare is fundamental, we need to change radically our method of approach in the matter of social treatment. Since families in need of relief cannot discharge their first responsibility for self-maintenance we have an increased obligation to put or leave in their hands this second responsibility. A case worker's

services ordinarily should contribute to a family's own efforts in this direction and should not dominate them. To dominate is to ask response and not responsibility. Our purpose cannot fairly be to achieve the success of our own plans; but must be to leave the family fit to formulate and work out its own.

Let us admit frankly that the process of unifying and correlating the services rendered to needy families through different and necessary forms of case work is not simple. A good deal of honest experimenting may be required before we can determine what is necessary and what unnecessary in our ministrations. Certain steps, however, I believe we can take.

First of all, for the protection both of the poor and of earnest case work, we need a steady facing of facts—all the facts. A social worker in New York City recently argued impressively for pensions to widowed mothers on the ground that the mother's place is in the home looking after the children. He deplored the social neglect which forced her to earn a living while her children needed her care, the care for which there is no substitute. Perhaps he forgot another occasion some weeks earlier when he had argued with equal emphasis for the right of a New York school teacher to continue her teaching against the decision of the Board of Education even though she had a child of her own. Such inconsistency is not uncommon; but facts would dissolve it. Too many programs begin with a respectable body of facts; and then proceed to wall them in with blindness and dogma which prevent forever the addition of other facts—although in these days new facts are discovered almost daily. The difference between a static program and a dynamic program is largely in an attitude towards facts.

In the second place consider a family situation in which the interests of an individual member seem to conflict with the interests of the family as a whole. If there is such a conflict in human interests within the family, it is likely to express itself in a similar conflict between agencies for social treatment whose efforts are based upon those interests. To keep a promising boy at school after the legal working age, to provide costly treatment for a sick girl, to force a well-to-do relative to support his kinsfolk, to punish a deserting husband, to withdraw wage earners from unwholesome work—may each represent to some specialist the supreme duty of organized social work in the one family where each of these needs is apparent. It may not be possible to meet them all at once, and it may be that some cannot be met at all without sacrificing other important factors in the family welfare. It is just as true in the economy of the family as it is in the economy of society at large that the interests of the individual—for his own good or for society's—must be adjusted to the interests of the whole. The recognition of this by specialists is necessary if we are to avoid danger in social treatment. Here evidently clear thinking and honest discussion are called for. This conflict can only be avoided if we are willing to study the whole problem of family responsibility. Prejudice in favor of one's own specialty must be abandoned, and the matter decided in each indi-

vidual case disinterestedly by the agencies concerned, on the basis of all the facts obtainable.

As a final consideration, I urge the importance of correlation in case work; not merely in those cases where there is a difference in emphasis, but in all cases without exception where the services of more than one agency are necessary. However unrelated our efforts may be, no such unrelatedness exists in the human need we are trying to meet. Sickness, ignorance, unemployment and waywardness in children have a way of appearing like a horribly harmonious and coherent combination to an overtaxed mother. The unity which characterizes them ought to give to us case workers, intent upon our special missions, an important cue. However sharply distinct our separate functions may seem to us, our successive and uncoordinated suggestions must be very bewildering to the family who receives them. I doubt if even an intelligent mother can always tell a school nurse from a visiting nurse or an infant mortality nurse or any one of the three from a relief agent or a probation officer or a visiting dietitian. Surely it is too much to expect her to take the separate items of a welfare program which we severally present to her and piece them together, either to her satisfaction or to ours. It might be possible sometimes if she were let alone, but always for her is the embarrassing factor of the hydra-headed authority to whom instead of to herself she is responsible.

Two considerations at least offer relief from this cross-purpose work. In the first place the use of an exchange of information is one basic condition for efficient case work. The lack of such an exchange, which safeguards both the sensibilities of the poor and the efficiency of case work, is evidence of nothing less than criminal neglect.

Again in the development of our specialties we have acquired an extent of common ground which is much wider than we realize. In method, in accumulated information, in point of view, in objective, we are covering to a large extent the same things. When we recognize this, the possibilities of better understanding and coöperative work increase enormously.

In addition I wish to suggest—at some risk of being misunderstood—that we have too many subdivisions of case work. I do not believe that the miseries of any family require the service of fifty-seven different social experts and very few families require even thirteen. Either the equipment of our case workers is not broad enough, or as a whole our work is badly organized. Moreover in no other field of organized effort is expertness so easily assumed as in social work. In my judgment this question merits serious consideration by those agencies which sense these dangers to the splendid promise of social treatment for the welfare of the needy.

The culture of family life from the point of view of the charity worker is not a problem of meeting certain needs. It is a problem in the development of family powers and responsibility which will meet those needs without the charity worker.



# SHOULD AN ASSOCIATED CHARITIES CONDUCT AN EMPLOYMENT BUREAU?

BY HOWELL WRIGHT

Formerly Superintendent of Cleveland Associated Charities

"SHOULD our Associated Charities conduct a general employment bureau?" The question is often asked and discussed. The writer believes that each society must first study its own work and the resources in its own field; and second, consider the experience of other societies with similar problems before it can give an intelligent answer. The Cleveland Associated Charities, which had been conducting a free employment bureau since 1886, made such a study in 1912 to answer the question for itself. Upon the presentation of the results the executive committee unanimously voted to abolish the employment bureau.

A summary of this study is given here, first, in the hope that societies like ours now conducting free general employment bureaus will study the work being done by them and not let them wander away from the legitimate work of the organization; secondly, as a suggestion to societies in large or small cities that it may be well to pause and consider long the experience of the Cleveland Society and others before attempting to conduct an employment bureau for the accommodation of the public.

**PURPOSE AND METHODS OF THE CLEVELAND ASSOCIATED CHARITIES EMPLOYMENT BUREAU.**—The purpose of the Associated Charities in continuing to conduct an employment bureau was found to be substantially the same as in 1886, namely "to maintain a free employment bureau where all who want a work place can find one." While there had gradually come about a change in emphasis in the work of the society as a whole, there had not been a corresponding change in emphasis in the bureau. On one hand the society was trying to make the finding of employment through its bureau a factor in its work of reconstructing families, while on the other its employment bureau was being conducted on an entirely different basis as an accommodation to the public. The bureau was practically an organization within an organization, a thing unto itself apart. The filling of orders for help was made an end and not a means to an end. Little initiative was taken in finding work for the man to solve his problem.

In the year 1911-1912 the bureau furnished 14,022 items of temporary employment to women; 2883 items of temporary employment to men; 61 items of permanent employment to women and 166 items of permanent employment to men. The total number of items furnished was 17,132, while the total cost of maintaining the bureau was \$1945 exclusive of its proportion of office rent, stationery and printing. Thus each of the above jobs furnished cost the Associated Charities 11.3 cents for enumerated items and approximately 12.5 cents for all items.

In past years the bureau filled a large number of orders for do-

mestics to do housework but the great bulk of the above positions furnished were for women to do washing, ironing, and cleaning by the day. Practically no women were sent out to do any other kind of work. The few permanent jobs given were found to be proofs of efficiency, meaning that the women had kept regular work places, and conversely, the fact that many women came year after year meant inefficiency with no serious attempt to remedy it. Some permanent jobs were found for men in factories and workshops, but odd jobs at gardening, beating rugs and carpets, etc., made up the majority of the total jobs filled.

During July and August of 1912, 562 men and women were given work through the bureau. Of this number 365, or 66.8 per cent. were found to be entirely unknown to the Associated Charities, while only 187, or 33.2 per cent. were members of families assisted or otherwise dealt with recently or in years gone by. Comparatively few of the 187 individuals were sent to the bureau by the district visitors and therefore any part played by the bureau in helping to reconstruct these families through work furnished was not the result of a plan.

A careful examination of the records of the bureau with the Charities Clearing House and the society's family records, followed by an investigation of 50 unknown and 50 known applicants, identified as members of Associated Charities families, showed that the bureau was of little practical value in working out family problems.

On the other hand, the bureau was unconsciously furnishing employment to persons who did not need it. Fifty of 365 unknown applicants were assigned to visitors for investigation as to their need of employment. In these 50, previously unknown and picked at random, there were 46 women and 4 men. The visitors found that only 10 of the women and none of the men needed the services of the bureau. In other words 80 per cent. of the work of the bureau with these 50 applicants was at least unnecessary and in some instances unwise.

The study of the records of 50 applicants at the bureau, who were previously known by the society as members of needy families, established the fact that the coöperation between the visitors working with needy families and the bureau was not a part of the plan of operation. Twenty-six of the 50 records had been closed between one month and six years; 24 were active at the time the work was given, but in only 7 out of the entire 50, or 14 per cent., was there any evidence of coöperation between the visitor and the bureau. A closer study of these 7 showed that work through the bureau assisted in solving the family problem in only 2 instances; in 3 instances the problem had been actually aggravated and in the remaining 2 there were no apparent results. Thirty-seven were women; 13 were men. Twenty-two of the women were working on account of desertion or non-support of their husbands. Only 5 widows were in the number and only 2 women were working because of the disability of their husbands.

Thus in but 4 per cent. of these 50 families was the bureau found to have assisted the visitor in family rehabilitation. And, furthermore, in the 37 families in which the women were given work, 26 husbands

were relieved in part of the responsibility of caring for their families. Also, the fact that there was a bureau made it easy for the visitor to allow the wife to assume support when the husband deserted, instead of compelling him by court action to provide for his family.

The following are typical illustrations of the shifting of responsibility and lack of coöperation between the bureau and visitors working with families:

Family Record. Man deserted in January, 1912. Visitor could not locate man. He was getting work regularly through the bureau in July, 1912. The bureau and the visitor did not know of each other's operations with the family.

Family Record. Man deserted in 1909 and not found. He was getting work through the bureau later, but unknown to the visitor.

Desertion. No attempt made by the visitor to locate and compel man to support family. Woman simply referred to bureau for work.

Desertion. Woman applied for work. Visitor called a few times on family. Found woman had secured sufficient work from bureau and made no attempt to locate man.

As the bureau aimed to accommodate the public, an attempt was made to learn if employers were satisfied with the help obtained from the bureau as a convenience. Only 30 replies were received to the 69 letters sent out. Twelve indicated more or less satisfaction and 18 indicated great dissatisfaction. The substance of the criticism in regard to much of the help sent out was "inefficiency" and "unreliability." This was also the expression that came daily to the bureau itself and to other members of the staff. This was not surprising, however, as the more efficient workers were found to keep their work places and did not need to return to the bureau often. Thus the bureau was left to deal with the shiftless and inefficient, many of whom felt that if they did not like one job they need not stick to it as the "Charities" would readily furnish them another.

In brief, the employment bureau was not any considerable factor in the society's work of family rehabilitation. It was conducted on an entirely different basis—that of accommodating the public—and of necessity furnished inefficient help, some of whom needed no work and about whom little or nothing was known; help with whom the employer was as a rule dissatisfied; help furnished at a cost to the society of approximately 12.5 cents per item.

METHODS OF OTHER CHARITY ORGANIZATION SOCIETIES IN MEETING THE EMPLOYMENT PROBLEM ESPECIALLY IN THE WORK OF FAMILY REHABILITATION.—An attempt was made to learn from the experience of others by gathering information from charity organization societies in both large and small cities through a carefully prepared questionnaire. Replies were received from 27 of the 34 letters sent out. These clearly indicate that the employment problem from the charity organization society point of view is not peculiar to Cleveland. They contain many valuable suggestions but only a part of the summary can be given here.

Seventeen societies, or 63 per cent. of the 27, conduct no bureau at all

but find employment for individuals who are members of families under their care through the district visitors by calling upon the individual employer, and by coöperative arrangements with other agencies or employment bureaus. Two societies, in cities of 425,000 and 375,000 population respectively, find such work through district agencies and co-operating agencies but also conduct a bureau for unskilled women. One city of 330,000 population receives orders for help at its main office and sends bulletins to the district offices. This society, however, is convinced that an employment bureau not connected with a charitable organization is desirable.

Seven societies conduct a general bureau in much the same way as Cleveland. The emphasis in these cities seems to be upon the finding of employment and not merely the filling of orders for workers. The bureau takes the initiative in securing a position for the applicant when there is no order on file which would meet his need. In this regard only is the bureau considered a factor in family rehabilitation because it secures the employment required in the plan. Furthermore, it is understood that the bureau is to serve as a factor in the plan of rehabilitation and not as an accommodation to the public.

Several societies realize a danger in "pre-collected" employment just as in "pre-collected relief." There is too much tendency to look for the man to fit the job rather than the job to fit the man. This alone accounts for many of the misfits and much of the criticism. The best results have been secured where a special effort is made to meet a special need.

Six societies find employment for homeless men through their own bureaus while 21 refer them to agencies specializing in that work, deal with them through their homeless man department and lodging house or through the district visitor. The majority refer them to a mission, municipal lodging house or free state employment bureau. There is almost unanimous expression that the problem of the homeless man is given far too little attention by charity organization societies and needs immediate consideration for improved and more effective methods.

Replies to the question "What action do you take about families or individuals applying for work only?" show again that different cities have found it advisable to adopt policies to meet local needs: "the individual, the locality and the need constitute the essentials of the problem."

Among the 7 societies which conduct employment bureaus, 2 make regular investigations of such applications in every instance; 4 make the investigation if an office interview reveals the need for treatment in addition to furnishing employment; and 1 is silent on this point.

One of the 2 societies which conduct a bureau for unskilled women only, investigates all applications for work. The other makes only an entry in the registration files.

Of the 17 others which conduct no bureau at all, 2 make the regular investigation of all applicants; 4 interview the applicant at the time he applies and ascertain if additional treatment is necessary. If it is so

found the regular investigation is made, otherwise the employment is furnished, if possible, without further investigation; 5 societies do not receive applications at all if work is the only need; 6 make no investigation whatever other than an interview at the office.

There is a general feeling that the lack of proper follow-up treatment is a serious drawback in attempting to handle the problem of employment, when not made a part of the regular work of the district visitors in dealing with the applicant as a member of a family.

**CONCLUSIONS.**—The Cleveland Associated Charities abolished its employment bureau for the following reasons:

1. It was being conducted as an accommodation to the public.

2. It was no important factor in the rehabilitation work of the Associated Charities. Family rehabilitation is the responsibility of any live charity organization society. The state years ago assumed the responsibility of providing free employment.

3. The entire work of the organization was misjudged by its results.

Inquiries of the different societies indicate a general feeling that it is not the business of a charity organization society to find work except for members of families under its care. The present tendency also is to realize that the general problem of employment is too large a one for a charity organization society to handle even if it were desirable that it should do so. In this connection it is interesting to note that out of the 27 societies replying to the questionnaire, the seven which conduct general employment bureaus feel there is no justification for them unless they serve as factors in family rehabilitation.

4. It was a needless use of money in that it was duplicating the work which should be done by the State Free Employment Bureau, the public agency supported by public money for the accommodation of the public.

Arrangements were made for the transfer of the work, without interruption, to the State Bureau and the public was informed in advance of the change and the reasons therefor. It was the only logical move to make. The writer has little patience with societies who continue to carry on or undertake new social tasks which ought to be performed by existing public or private agencies. The argument that the other agency is inefficient is worth almost nothing, as it is often not based on the facts. The truth is that many social agencies, public and private, often think they are most efficient and most successful in promoting co-operation when they can shunt off one-half or three-quarters of their job upon an ambitious private society.

If the state free employment bureau, or private employment agency in the large or small city is not efficiently managed, then it is the business of the public to demand efficiency and the charity organization society should take the lead in bringing pressure to bear upon the authorities responsible for its management to make needed changes. No society can make the other fellow do his own legitimate work by doing it for him and least of all should it assume the state's work of providing free employment. Tactfully making other people perform the social tasks they are responsible for is the legitimate work of a live charity organization society.

The new policy of the Cleveland Associated Charities in meeting the employment problem is to keep on file in the different offices in-

formation as to the various employment agencies in the city, including free private and commercial bureaus, as a guide in recommending applicants for work. This includes not only facts as to location, kinds of work furnished and fees charged, but accurate information regarding efficiency.

In so far as the finding of employment is a part of the society's work of family rehabilitation it is divided up among active and personally interested people such as district secretaries, visitors, volunteer workers and members of committees. These people are expected to make a personal search for the right opportunity and keep a personal watch over the preliminary weeks of fitting into the right place, after having urged the individual, however, to make his own sincere effort to secure employment. The district secretaries and visitors are expected to keep well posted as to the opportunities for employment in their own districts and in other sections of the city.

Work tests for homeless men and others are being continued through the Associated Charities wood yard and the City Street Department. In the few instances of additional employment needed for homeless men, it is found by the visitor through existing agencies.

The experience of the Cleveland Society in operating a general employment bureau, summed up in the words of Miss Rupert of the Philadelphia Society, should serve as a warning to other societies. "A private charity advertises that it conducts an employment bureau, urges people to patronize it, soon finds that it can rarely supply the help when it is most needed, has criticism heaped upon it because it fails to supply help from sources over which it has no control and concerning which it has no knowledge, and finally, faces the risk of its entire work being judged by the work of the employment bureau."

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# CHARITY ORGANIZATION BULLETIN

FOR THE CONFIDENTIAL USE OF  
CHARITY ORGANIZATION SOCIETIES  
CHARITY ORGANIZATION DEPARTMENT

OF THE  
RUSSELL SAGE FOUNDATION, 130 E. 22D ST., NEW YORK

MISS M. E. RICHMOND, DIRECTOR

FRED S. HALL, ASSO. DIRECTOR

VOL. V.  
(NEW SERIES)

JULY, 1914

No. 8

## A CHARITY ORGANIZATION EXHIBIT

THE panels reproduced on the following pages were prepared by the Charity Organization Department in response to many requests for something which could be borrowed by societies for exhibition in their own communities, and which would be suggestive to them in the preparation of similar exhibits. It is planned to add a tenth panel later.

The panels are 5 feet 4 inches high and 3 feet 4 inches broad. They are shipped in two boxes, a third box containing the standards which hold the panels in position without the use of wires or any support from walls or furniture. Societies can learn from their own freight or express offices what the cost of transportation will be. The weight of the three boxes, filled, is about 600 pounds.

For the benefit of any who may wish to reproduce these or similar panels the cost is itemized here.

9 panels of composition board, set in pine frames and painted (\$5.00 per panel) .....	\$45.00
Lettering on 9 panels (an average of \$4.00 per panel) ..	36.00
10 cartoons .....	105.00
9 photographs .....	9.00
Mounting cartoons and photographs .....	2.00
18 standards (60 cents each) .....	10.80
2 boxes for panels (\$14.00 each) .....	28.00
1 box for standards .....	5.25
Padlocks (3 at 25 cents each) .....	.75
Total .....	\$241.80

Photographic reproductions (19 x 30 inches in size) can be made, and mounted in light weight frames, for \$4.50 per panel. The Department will order such reproductions for societies desiring them.

The first pair of cartoons originated in Minneapolis. The photographs of the "sick," the "widowed," etc., were made for the Buffalo society. The New York society and the National Housing Association allowed the use of their pictures of congestion, tuberculosis, etc. The two case stories told were from Atlanta. The "Four Steps" have been much used, by different societies, and the "Confidential Exchange" is a slight modification of a Brooklyn cartoon. To all of these societies we are indebted for allowing us to make use of their material.



# WHICH IS BETTER?

## THIS OR THIS



HELPING THE POOR

IN

THEIR POVERTY



HELPING THE POOR

OUT OF

THEIR POVERTY

# IS IT MONEY ALONE THAT THEY NEED?



**SICK**



**DESERTED**



**WIDOWED**



**UNEMPLOYED**



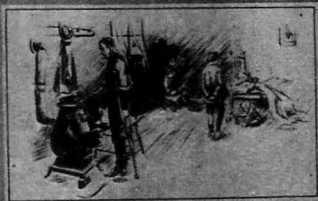
**AGED**

To help such as these to solve their hard problems, Organized Charity offers the sympathetic trained assistance of its visitors. They plan with and for the families, while obtaining the money help needed, and stand by until, if possible, the point of self-dependence has again been reached.

## WHAT ONE SOCIETY FOUND

The man was a cripple, so he cared  
for the three children at home

His wife had "sore eyes" but she was  
earning \$4.50 a week in a factory



### THROUGH THE SOCIETY'S EFFORTS

An oculist examined the wife's eyes.

An optician gave her glasses,  
enabling her to do sewing at home.

A shoemaker taught the man a trade.

A Sunday School class paid the  
mother her factory wages (and later, the rent)  
so she stayed home with the children.

This class also advanced the cost  
of the man's outfit and drummed up  
customers for him.

# **SOME OF THE CAUSES OF POVERTY**

## **IN LARGE CITIES**



**CONGESTION**



**TUBERCULOSIS**

## **IN SMALL CITIES**



## **UNSANITARY STREETS AND HOUSES**

In many cities, because of conditions which its work reveals, Organized Charity is warring against these Causes of Poverty, in campaigns for better Laws and better enforcement

ARE YOU OBJECTING TO WHAT IT COSTS  
**TO "GIVE AWAY A DOLLAR?"**  
IF SO, READ THIS



A long distance call located this boy's father. After giving the boy a lunch the Secretary of the Charity Organization Society sent him back home at the father's expense

Cost of relief given (lunch) \$.25

Cost of salaries, etc. .... \$1.25

Secretary's salary for  
the time used .. \$1.00

Telephone .....25

# SMALL EXPENSE FOR SALARIES

LEAKS ARE IGNORED



AT APPLICATION

A YEAR LATER

## DOES IT PAY?

# LARGER EXPENSE FOR SALARIES

LEAKS ARE REPAIRED

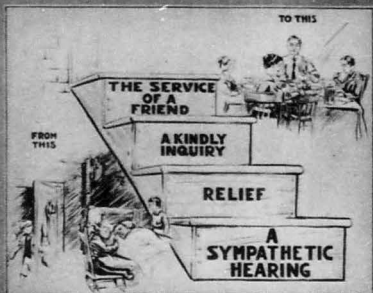


AT APPLICATION

A YEAR LATER

## DOES IT NOT PAY ?

# THE FOUR STEPS



The "Sympathetic Hearing"—No Application Blank. just a heart to heart talk

"Relief" is always given if there is need

The "Kindly Inquiry"—Not detective work. but a search for the cause of each family's poverty

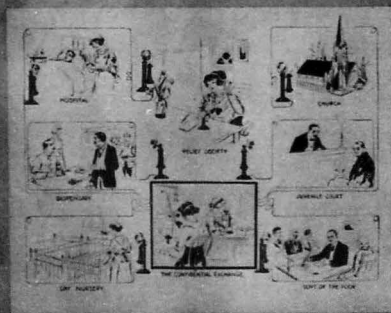
The "Service of a Friend"—Help in working out a plan which aims to make self-help sufficient



# THE "CONFIDENTIAL EXCHANGE"

OR

## "TEAM PLAY" IN SOCIAL WORK



By using the "Confidential Exchange" any society or church or public official, before deciding what it is best to do for a family in its care, can learn what others are acquainted with the family. The workers from these agencies can then share their knowledge; and wiser, co-operative plans with and for the family can be made.

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AUGUST—SEPTEMBER, 1914

Nos. 9 & 10

## TRAINING BY CONFERENCE

THE DAILY DISCUSSIONS OF THE FIFTH CHARITY ORGANIZATION INSTITUTE, MAY 20 TO JUNE 16, 1914

AT the opening of the first Charity Organization Institute in 1910, Dr. Lindsay of the New York School of Philanthropy described it as a new experiment in social training. The plan of a short advanced course of intensive training for a homogeneous group which was then tried for the first time is now neither new nor an experiment. There have been 94 Institute graduates since the beginning, five years ago, of whom 19 were general secretaries of charity organization societies at the time of attendance, 69 were case workers or case supervisors, and 6 were connected with the societies in some other position of trust. Since graduation from the Institute thirteen case workers have taken important executive positions.

One of the encouraging developments in this year's Institute was that, for the first time, two graduates came back to help in the teaching. These were Mr. Bruno, superintendent of district work of the New York Society, who was the only speaker on the opening morning, and later Mr. Rufus Smith of the Montreal society, who described a very unusual experience with Canada's homeless and unemployed.

For an afternoon and evening, the twenty Institute members were the guests of the Stamford Associated Charities, and one of the addresses

made on that occasion is printed in this number of the BULLETIN (p. 101). The members had prepared, before coming to New York, an outline of social work conditions either in their several communities or in their several districts.

The daily conference sessions were held in the Clinton District office of the New York Charity Organization Society, and some of the Institute were given an opportunity to take part in the current case work. The secretary of the district, Miss Elizabeth Wood, had personal supervision of the detailed study and outside work of one of the three groups into which the membership of the Institute was divided. Personal attention to the individual needs of members and private conferences about their problems have always been an important part of the plan, though the greatest gain of the four weeks usually comes from the instruction that the members give one another.

The most profitable topic for trainers and the one to which, therefore, we devote most of our space is the content of the Institute's daily conferences. The following analysis of conference discussions is taken from the note-books of a few of this year's Institute members, some of whom had written very full notes. Their report of the program is much condensed, as here given, but it is hoped that, even in this form, it will contain some suggestions for leaders of staff meetings and of training classes within the charity organization societies themselves.

## THE DAILY CONFERENCE PROGRAM

### I. SOCIAL OUTLINES

Three mornings of about two hours each. Miss RICHMOND then Mr. McLEAN in charge.

Mr. Bruno spoke for an hour the first morning on the physical characteristics of Manhattan and its distribution of nationalities, more especially as these had a bearing upon the work of social agencies. He also described the health, school and relief situations from this same angle. The Institute adjourned to attend a session on Family Treatment of the New York City Conference of Charities.

Second morning. Each member presenting a social outline had beforehand gone over the material collected in conference with Mr. McLEAN; selected portions were given informally and not read. The following communities were described: Chicago—in general, Miss Bosworth; Northwest district, Miss Dickey and Miss Wyatt; Brooklyn—in general, Miss Kenmore; Fort Green District, Miss Antes; Boston and the South Boston district, Miss Hardwick; Cleveland—in general, Miss Allen; Haymarket district, Miss Walker; Lake district, Miss Ganyard; Baltimore and the types of families applying in the Northern district, Miss Ward.

Third morning. Minneapolis, Minn., Miss Sikes; Columbus, Ohio, Miss Adams; Memphis, Tenn., Miss Abel; Fort Worth, Tex., Mr. Rawlings; Little Rock, Ark., Miss Riddick; Bethlehem, Pa., Miss Dinan; Orange, N. J., Miss Penrose; Evanston, Ill., Miss Bent; Lawrence, L. I., Miss Logan.

Thus the three days had given the members, in brief review, conditions of social work and of charity organization work more especially, first in metropolitan cities, then in cities of the second rank, and in rapidly growing communities of the South and Southwest, then in a long established Moravian settlement now become a factory town where new jostles old, and in small suburban towns where the commuter, the local tradesman and the immigrant laborer have not yet found a single interest in common.

## II. SOCIAL DIAGNOSIS

Three and a half mornings. Miss RICHMOND in charge.

First morning, the NATURE OF SOCIAL EVIDENCE. Case work must press hard upon the outside boundaries of our present knowledge; such pressure means expansion and enrichment not only for professional social work itself but for the social side of many professions, for law, medicine, teaching, industrial management and a host of others. What can these in turn teach us at our present stage of mental discipline? (a) Definitions of a fact, statement, opinion, conjecture, recollection; of evidence, proof, demonstration, assumption, inference, conclusion, diagnosis.—Miss Walker. (b) Suggestions for us from the methods and point of view of the scientific historian.—Miss Bosworth. (c) Suggestions from psychology.—Miss Hardwick. (d) Suggestions from the law.—Miss Allen. The value of different types of legal evidence, such as real, circumstantial, primary, secondary (or hearsay), opinion, character, etc., and the use and abuse of leading questions. Among the books and articles consulted for these reports were Langlois and Seignobos' "Introduction to the Study of History," Munsterberg's "On the Witness Stand" and "Psychology and Social Sanity," Gross' "Criminal Psychology," Thayer's "Preliminary Treatise on Evidence," and Codman's "Evidence in Its Relation to Social Service" (C. O. BULLETIN, Vol. II, No. 11). The leader closed the morning with a discussion of certain attitudes of mind in the social worker that have an important bearing upon diagnostic skill.

Second morning, the FIRST INTERVIEW. Each member had been asked to write in advance a statement of what, in his or her opinion, were the things that were true of everybody who lived in a modern community—this as a logical basis for bringing to light the social facts that concern some one person. Selections from these statements were read and discussed. Arguments in favor of holding the first interview in the society's office.—Miss Dickey. Arguments in favor of the first interview in the home.—Miss Antes. The psychology of the first interview with suggestions from Dr. Adolf Meyer and from Gross. Objects to be achieved in the first interview. Interviewing the husband as well as the wife, and methods of seeing him. The degrees of family solidarity. Habit of making occasional analyses in close detail of a first interview just held; tentative outline for such analyses presented.

Third morning, SOURCES OUTSIDE THE IMMEDIATE FAMILY. Four principles that may govern our choice of outside sources. Analysis of statistics gathered showing the actual use of outside sources of information in three large cities. The use of public documents illustrated from Brooklyn experience.—Miss Kenmore. Letters of inquiry.—Miss Ward. Letters to distant points or through channels little known should not be written until they can be shaped by the more accessible sources of information. Letters to unofficial sources, such as relatives, friends, etc., should be cordial, informal, and in simple, untechnical language. In addition to the usual methods of seeking satisfactory correspondents to make out-of-town inquiries, former classmates of the college graduate members of the society were suggested.

Fourth morning (first half), the PROCESSES OF CO-ORDINATING MATERIAL GATHERED. In addition to establishing relations with our client himself, with his immediate family, and with outside sources of cooperation and insight, here is a fourth and much neglected part of investigation which should precede diagnosis and prognosis. Illustrations of what it means to fit each item of fact to every other, to discover inconsistencies and new confirmations. Dubois, Meltzer and Cabot for the doctors, Thayer and Gross for the lawyers. "Facts are proofs according to their uses." Inferences justifiable and unjustifiable. Concrete instances from Sears' discussion of the face card in the "Charity Visitor."—Miss Bosworth. Other illustrations from medical-social work. Speaking broadly, the charity organization investigator of today should run around less and think more, for the art of diagnosis does not consist in the mere gathering of facts, but in their critical and imaginative combination is a well reasoned whole.

### III. PROBLEMS OF RELIEF AND OF WORK

Two and a half mornings. Miss RICHMOND in charge.

First morning (second hour). The minimum wage and its relation to relief.—Miss Bent. The standard of living and its relation to relief.—Miss Wyatt. Is withholding relief to force acceptance of a plan ever justifiable?—Miss Antes.

Second morning, SOURCES OF RELIEF. Definitions of the following terms as now in actual use by members of the Institute: material relief, a pension, an allowance, interim relief, temporary relief, emergency relief.—Miss Dinan. Revision of these definitions after discussion. Boundaries now established between public and private responsibility for relief in the following places: Evanston, Ill., Miss Bent; Memphis, Tenn., Miss Abel; Columbus, Ohio, Miss Adams; Cleveland, Miss Ganyard; Boston, Miss Hardwick. The Sidney Webb theory of the extension ladder and a suggested substitute.

Third morning, WORK QUESTIONS. The English Poor Law Commission's Minority Report on the subject of the classification of the unemployed.—Mr. Rawlings. State employment bureaus.—Miss Sikes. The semi-employable.—Miss Logan. Public work in emergencies.—Miss Bent. The principles underlying relief in times of industrial crisis (See diagram and its explanation in the annual report of the Philadelphia Society for Organizing Charity for 1908). Many of these principles apply in normal times as well.

### IV. PROBLEMS OF CASE TREATMENT

Seven mornings.

First morning (first hour), the HOMELESS MAN. Mr. McLEAN in charge. Review of Solenberger's "One Thousand Homeless Men."—Miss Adams. Report of the 1913 Committee on the Homeless of the American Society for Organizing Charity, together with a review of the homeless man situation in Canada.—Mr. Rufus Smith of Montreal. Canada has been paying the steamship companies a bounty of \$5 a head for immigrants. The situation created, in part, at least, by this cause is a very serious one, calling for further government action on a large scale.

First morning (second hour). The eight members of the Institute constituting Mr. McLean's group had prepared, in a series of group conferences, a report on the ESSENTIALS OF A FAMILY PROGRAM. This report was presented in sections by the various members of the group. The following is an outline:

#### I HEALTH

- a. Physical—(1) remedial care, (2) development.
- b. Mental—(1) remedial care, (2) development, (3) adaptation of methods to mentality.

#### II EDUCATION OF CHILDREN

- a. Elementary to legal limit.
- b. Supplementary for those with especial aptitudes wherever possible.

#### III ENVIRONMENT

- a. Enforcement of legal sanitation.
- b. Removal (when *a* is not sufficient to guarantee, or character of neighborhood prevents normal living).

#### IV EMPLOYMENT

- a. Working members industrially established near capacity limit.
- b. Proper division of responsibility for support.

#### V SOCIAL EXPRESSION

- a. Recreational, developed inside and outside home.
- b. Cultural, developed inside and outside home.

## VI MORAL AND RELIGIOUS DEVELOPMENT

- a. Encouragement of active religious affiliation.
- b. Proper carrying of individual responsibilities.
- c. Specific mutual attack upon individual weaknesses.

## VII EMBODIMENT of family ideals as far as possible.

## VIII ASSUMPTION of reasonable duties and responsibilities in connection with the plan by those outside the family group connected by natural ties or other mutual interests.

SYNTHESIS, based upon a consideration of the reactions of these sometimes contending factors upon each other, and such a composition made of them as will best conserve the groupal life if it may be saved without destruction of individual well-being. If not possible, then a consideration of breaking up.

Second morning, WIDOWHOOD. MRS. GLENN in charge. Present administration of "mothers' pension" laws in the following states:—Illinois, Miss Bent; Minnesota, Miss Sikes; Ohio, Miss Allen; New Jersey, Miss Penrose; Massachusetts, Miss Hardwick. The social gains and the losses of the new legislation brought out in informal discussion. Part time work or no work for widowed mothers.—Miss Ward.

Third morning, CHILD WELFARE, AND OUR RELATIONS TO THE SCHOOLS AND THE COURTS. MISS RICHMOND in charge. Review of the Hanus Investigation of New York's Public Schools with special reference to the recommendations that have a bearing upon case work.—Miss Walker. A description of the work of the visiting teachers of the New York Public Education Association by one of them.—Miss Johnson. Relations of C. O. S. and S. P. C. C. workers and the proposed development of family courts out of the present juvenile courts.—Mr. Arthur Towne of the Brooklyn S. P. C. C. Personal experiences with courts and other agencies of a county agent of the State Charities Aid Association working in a sparsely settled mountain county of New York State.—Miss Bosworth.

Fourth morning, HEALTH QUESTIONS. MISS IDA CANNON in charge. Tuberculosis and family work.—Miss Crowell, Executive Secretary of the Association of Tuberculosis Clinics. Miss Crowell is making a study of clinic cases known also to the relief societies. In deciding upon the advisability of institutional care, she urged that we consider (a) the amount of tuberculosis in the family, (b) its degree of infectability, (c) family health conditions, (d) presence of small children, (e) patient's degree of education along health lines, (f) racial prejudices, and (g) racial differences in symptomatic manifestations of tuberculosis. A description of the Massachusetts General Social Service Department.—Miss Cannon.

Fifth morning, HEALTH QUESTIONS CONTINUED. MISS CANNON in charge. Relations of an associated charities to health agencies.—Miss Abel. A C. O. S. district secretary's impressions of a week of training and observation at the Massachusetts General Social Service Department.—Miss Hardwick. This experience had made one district secretary much more careful in the demands that she made on a busy medical agency, and in the kind and form of the information sent them thereafter from her office. Employment for the handicapped in Brooklyn.—Miss Kenmore. Miss Harper's study of the subject in Boston. A discussion of some industrial diseases and their signs—lead poisoning, phosphorous poisoning, sugar eczema, tuberculosis as an industrial disease. The discovery of such diseases often a valuable by-product of good case work. Relation of the social worker to the physician; avoid giving advice or diagnosis; avoid insistence upon immediate and too definite diagnosis from the doctor—a deferred one often means more careful work; give only such parts of history as are significant for patient, such as health, number of children (if woman), briefest word on home conditions; do not demand examination out of turn for patients in whom specially interested; give, for mental cases, examples of peculiar actions and sayings in detail; for

neurasthenic cases personal influence is essential; for the feeble-minded and epileptic, personal history and school history are important—for example, in cases where true epilepsy must be distinguished from hystero-epilepsy. It will increase coöperation to have our non-medical workers spend a period of observation and training in a good social service department.

Sixth morning, the VOLUNTEER AND THE CASE CONFERENCE. MRS. GLENN in charge. The program for the first hour had been planned in group conferences by the six members of Miss Wood's group in the Institute. History of volunteer work in the Orange Society.—Miss Penrose. What the professional worker should get from the volunteer.—Miss Wyatt. Ways of securing volunteers.—Miss Riddick. The training and use of volunteers.—Miss Sikes. Individual case work with the volunteer, especially in the earlier stages of his development, the secret of success. In return, constructive work with families made more possible, our over-confidence in general principles and general classifications lessened, and the over-strain of our unremitting professional service eased by the volunteer.

In the second hour of this morning Miss Antes led the discussion on case conferences and Miss Hardwick that on daily committees.

Seventh morning, COÖPERATION IN CASE WORK. MISS RICHMOND in charge, and the six members of Miss Richmond's group in charge of the details of the program. What is the background of coöperation, or what does fitness for it involve?—Miss Hardwick. Consultations with coöperating agencies before forming our plans.—Miss Antes. Coöperation is not argumentation and even the getting of information only is a coöperative process. The folly of forcing relatives to say that they will give relief. The importance of getting as far as we can without the busy specialist's aid before asking for his help. To what extent should a C. O. S. undertake tasks which other agencies have theoretically assumed?—Miss Walker. This led to an exchange of experiences as to the advisability of taking cases of child neglect into court when the local S. P. C. C. fails to act. Sometimes total failure in coöperation results in the long run from a too eager desire, in the name of coöperation, to *operate*. Joint committees of representatives of several agencies on some special type of cases as a means of promoting coöperation. A device for registering and studying coöperation in detail now in use in the Baltimore society.—Miss Ward. Coöperation within a society itself as between directors and the paid staff, as between the executives and the field workers, and as between district and district.

#### V. ADMINISTRATIVE PROBLEMS

Three mornings.

First morning, the CONFIDENTIAL EXCHANGE AND CASE RECORDING. MISS BYINGTON in charge. Differences in the development of the Boston Exchange and the one in New York.—Miss Hardwick. The Philadelphia Exchange.—Miss Wood. The present situation in Brooklyn and possible next steps as a basis for conference discussion. The Baltimore Exchange.—Miss Ward. The use and abuse of the telephone for reporting. Why do we keep case records?—Miss Allen. Methods of recording first interviews.—Miss Dickey. About half of the societies represented in the Institute use a topical outline in dictating first interviews. A few of the societies enter marginal notes throughout the record for convenience of reference. One society enters a summary of treatment and present condition every six months.

Second morning, STATISTICS AND OFFICE SYSTEM. MR. HALL in charge. Committee organized at 1914 National Conference now trying to secure a basis of common agreement about the kinds of statistics gathered and the method of counting. A first step must be agreement in the definition of such terms as "families," "cases," "residents," "non-residents," "homeless," "new," "old" and "continued." Relative value of social and of treatment statistics. What statistics are valuable?—Miss Hardwick.

Office method in a small society.—Miss Penrose. Use of desk baskets for (a) incoming, (b) outgoing mail and material to other desks, (c) material in



process (receiving or about to receive attention), (d) material outgoing to the files. Numerical *versus* alphabetical filing. Uses of a list of variable spellings and of a tickler. Filing letters with cases. The filing of miscellaneous clippings, leaflets and typewritten documents.

Third morning, METHODS OF PROPAGANDA AND PROBLEMS OF FINANCE. MR. HALL in charge. Review of twenty-five annual reports.—Miss Abel. Publicity methods.—Miss Bent. Importance of delivering our message to the public in real items of news. Raising money as an education to ourselves and to our public. Education of new givers and methods of keeping old ones. The treasurer's statement and the division of disbursements between "administration" and "service," "salaries" and "relief."

#### VI. ORGANIZING PROBLEMS

Five mornings, MR. McLEAN in charge.

First morning. Organizing ability and executive ability distinguished: the first efficient in initial action, the second develops the results of such action and continues to act. Both require skill in the handling of people. The following problems in charity organization field work had been given to different Institute members in advance for discussion in conference:

*Problem I.* You are invited to advise with a group of people in a city of 80,000 with reference to the organization of an associated charities. There is apparently a considerable amount of *individual* giving. There is also a relief association giving out \$8000 a year in dribblets which is strongly opposed to the new movement and refuses to cooperate in any way. A visiting nurse's association is anxious for a society. The movement has been delayed for two years awaiting a change in the attitude of the relief association which has not come. If sufficient interest is shown, upon what grounds would you publicly advise the group to go ahead and organize, and justify their attitude to the public?—Miss Penrose.

*Problem II.* In the development of a new associated charities at what time and under what conditions would you propose the organization of committees, other than executive, finance, and one or more district committees or conferences for consideration of cases? We refer here to committees on special matters, such as school attendance, etc. What should a new society accomplish first, what data should it have and how obtained? Illustrate concretely.—Miss Bent.

*Problem III.* In a city of 40,000 the family rehabilitation work is carried on by a charity organization department of a woman's club, which has other departments which are taking up civic and social questions. What objections do you think apply to such a plan and why?—Miss Ward.

*Problem IV.* In a certain city there is a very poor associated charities and an incompetent public relief board with large funds. The latter is ready to consider improvements, such as engaging a trained investigator. What definite line of action should be marked out? What should go first, improvement in the public agency or the private agency?—Miss Bosworth.

*Problem V.* What tests would you apply, if general secretary of a new society, to determine whether the organization you were building up about you was a real one or one dependent upon your own personality simply and liable to disaster if you left?—Miss Kenmore.

*Problem VI.* (1) By an amalgamation a visiting nurses association, an associated charities, a tuberculosis association, have been combined into one society, with the old members of the boards of each society practically in charge of the several departments but sending representatives to a central board, the majority of whose members are elected by the contributors.

(2) A general secretary is placed in charge of the whole work.

(3) She finds that while there is good feeling the nurses and the tuberculosis committee have no idea that the amalgamation means anything more than

that there should be dove-tailing between the work of the different departments. That is, they have no conception that family rehabilitation means jointly worked-out coördinated plans.

(4) The associated charities committee has the most backward of the social workers of the city upon it.

(5) The function which the central board is filling is that of general supervision over the different departments, raising the money, deciding general questions of policy.

(6) If you, as secretary, faced this situation what plan or alternate plans would you attempt in order to build up family rehabilitation?—Miss Sikes.

*Problem VII.* What is the exact official status of the case committee or conference in your organization and how far does its authority extend? In the light of experience what changes would you suggest in that status?—Miss Ganyard.

*Problem VIII.* What scheme of coördination and coöperation should be worked out between an associated charities and a school attendance department in order to accomplish as much as possible? This may be based upon your own experience, with comments upon present difficulties and how these might be overcome.—Miss Walker.

Second morning, the *PERSONALITY AND SPIRIT OF THE COMMUNITY*. The smaller the city the more individual it is. In going to a new community, study its personality with an open mind; do not swallow whole the community's own idea of itself, get side lights, but keep a sympathetic attitude while making the minimum concession of social principles to community peculiarities. Glimpses of personality and spirit revealed in field reports of seven communities.—Miss Sayles. The personality and spirit of four cities represented in the Institute:—Columbus, Miss Adams; the Oranges, Miss Penrose; Evanston, Miss Bent; Lawrence, Miss Logan. Bases of community personality and spirit as worked out by Mr. McLean's group: (a) history, (b) physical characteristics, (c) development of social movements, (d) commercial development and ideals, (e) municipal development and ideals, (f) educational development and ideals, (g) ideals of service, ways in which supporters of the local movement regard paid social workers (this must not be as inferiors, or the work is doomed from its very beginning to fail), (h) religious and national spirit (illustrated by the French and English in Montreal, (i) lines of social cleavage (illustrated often in a suburban community). The minimum essentials in starting a C. O. S., even in the smallest rural community, as worked out by Mr. McLean's group and presented by Miss Allen, were the following: (a) a trained worker in charge, (b) a budget to include private funds—the less from public funds the better, at least 50 per cent. from private sources whenever possible, (c) a board which is representative of the entire community, or at least of both sexes, (d) facilities for case work (an office, forms, files, etc.). It is also highly desirable, though not absolutely essential at the very outset, to have material in sight for volunteers.

Third morning, *SOCIETIES IN COMMUNITIES OF VARIOUS SIZES*. Review of suggestions for organization in Mr. McLean's pamphlet on the subject.—Mr. Rawlings. Should an associated charities in a city between 10,000 and 100,000, create new societies as soon as possible, or continue to carry on special social activities, such as housing reform, through committees of its own? Miss Hardwick presented the arguments in favor of organizing new agencies, and Miss Wyatt the arguments against. Survey and proposed program for a church federation in Moorestown, N. J., based on field reports.—Miss Dinan. An account of the first county society to become a member of the American Association for Organizing Charity—the Monmouth County, N. J., society—by its secretary, Miss Button.

Fourth morning, *COMMUNITY DEVELOPMENT AND COÖRDINATION*. Schemes of charities endorsement.—Miss Riddick. The Cleveland Federation for Charity and Philanthropy.—Miss Allen. Arguments against the Cleveland plan.—Miss Bosworth. The Central Philanthropic Council of Columbus.—Miss Adams.

Fifth morning, SOCIAL ACCOUNTING AND THE CHARITY ORGANIZATION EXTENSION MOVEMENT. Need of developing some method of recording a society's social activities and its permanent gains. The C. O. S. secretary gives much time and energy to community reforms but there is at present no method of measuring fairly his society's relative responsibility for the results. The slight contact of board members with the family work of a society, and ways of overcoming this. The short-cut group of social workers and the group to which the charity organizationists belong, namely the group of the "terracers." The best of their leaders are "trail masters" who keep the path open both ways.

In the last hour of the Institute, Miss RICHMOND gave an account of the gradual field developments which had led to the organization of a Charity Organization Department in the Russell Sage Foundation and to the assumption of responsibility for field work by the charity organization societies themselves through their American Association. She also summarized some of the results of the work of these two agencies.

If the foregoing outline interests any readers of the BULLETIN in future Charity Organization Institutes, the conditions of membership and all other details may be had by correspondence with the Charity Organization Department.

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## CHARITY ORGANIZATION WORK IN THE SMALL AND THE GREAT CITY CONTRASTED

### FROM THE POINT OF VIEW OF THE WORKER IN THE SMALL CITY

By ANNA KING,

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IN the great garment factories a single worker devotes all his time to stitching in sleeves, sewing on buttons, or doing some one other detail in the making of a coat. He has no conception of how to make a whole suit. In the old days, the tailor's apprentice was taught the whole trade and understood how to fit each part into the whole. This change in the duties of a garment maker suggests the difference between work in a large city and in a town. In the great city the problem is so vast, the work so subdivided, that an understanding of the relation of each part to the whole is almost impossible. In the small city everything is reduced to simpler terms; each worker has a chance to know the whole of the work the society is striving to accomplish and to see the relation of the society to the community.

In the first place, the whole organization is far simpler in a small city. The directors are not persons of whom only a few are known to each member of the staff, and of whom the clients have probably never heard. They are familiar figures seen daily on the streets, sure to be known to the clients outside of any connection with the society, many of them also friendly visitors, conference members or active volunteers.

The staff too are not merely professionals who at the close of their working day disappear into a home unknown probably to both

directors and clients. They are members of the community, their private as well as their professional life liable to the friendly or hostile scrutiny of directors, clients, and general public. It is impossible consequently for them to detach their personal acts from their official capacity; a violation of the standards of the community in some trivial personal matter may react unfavorably upon the influence their work can have, or some personal social courtesy of theirs may open great possibilities of new professional usefulness.

The technique of organization also is much simpler. The Confidential Exchange is not in some distant building, managed by some one rarely seen, but in the room where all the family records are kept, managed by the workers who have written the records. The relief accounts also are kept by the general secretary who helps raise the money, and who is constantly doing case work. The very simplicity of organization, however, creates difficulty for the secretary in the small community; he is not only the head case worker but chief executive of the society. Consequently he cannot devote all his time to one kind of work, but must divide it wisely between caring for families and doing the administrative work of the society. The greater simplicity in organization and the greater intimacy in the relation of directors, staff, and clients, necessitate also greater strictness of privacy in all the acts of the society, for no breach of confidence will escape discovery, no mistake will fail to arouse criticism.

The greater intimacy among all those working in the society also makes it more difficult to keep the volunteers a body democratic both in membership and in attitude. It is hard for both the volunteers and the public to realize that the society should represent all the good elements in the town, and that to be a volunteer means not to gain prestige in any one social group, but to work with a society which is trying to serve the community as a whole.

Secondly, the case work of a town is somewhat different from that of a city. In the latter almost every type of special problem has one or more agencies which devote all their energies to it. There are clinics for the sick, homes for the aged and the blind, schools for the deaf, temporary shelters for the homeless, retreats for wayward girls, and many other institutions whose names cover many pages of a charitable directory. To these agencies the charity organization society may turn over certain types of problems, or at least look for help in solving them. In the town perhaps there are a children's home, day nursery, hospital, salvation army, public outdoor relief department and poor house, probation officer, and various mutual benefit and church societies. But there are always needs that seem very vital for which the community has provided no agencies. Consequently the charity organization worker must, in addition to doing work in family rehabilitation, try to meet the problems usually in a city transferred to clinics, legal aid societies, protective leagues, and other special institutions, taxing his ingenuity to find substitutes for organizations the need of which the small community has not yet been roused to feel, or able to meet.

Another question which is much graver in the town than in the city district, is how to cover distance quickly. In the town, trolley lines are scarce, the trolleys run infrequently, and the distances to be covered are far greater. Calls five miles apart without connecting trolley lines, which should be made by the same worker before a half-past-ten morning office hour, are frequent incidents. The same worker too must often make inquiries in the surrounding country and in neighboring towns.

Another difference in case work is that in a great city the district often draws on individuals outside for money and service. In the town the areas for source of income and for case work are the same. Consequently the worker, when trying to raise funds, must be able to convince the contributors with clear first-hand evidence that the charity organization society's work is worth while; there is no glamor of distance to idealize his work. Similarly the society cannot draw to it volunteers from outside, but must look to its own community for those who already are prepared to undertake such work, or else must educate those with whom it comes in contact to feel the desire to give such service. On the other hand, since all the volunteers and all financial support come from the community itself, it is possible for the case worker to feel much more accurately the spirit of the community. The conference members voice the local point of view and the comments of the volunteers constantly show the stage of social development of the town.

In the community contacts perhaps even more than in the organization of the society or of its case work (in the narrower sense), the work in a small city differs from that in a great city. In the former there are so few cooperating societies and so few professional workers in the charity organization society, that the worker feels himself not one of a great body, working with fellow-professionals toward a common goal, able to turn to them for advice, support, and criticism, but isolated, having to seek professional inspiration in forces outside the community, —in national, state, and inter-city conferences, in publications on social subjects, and in annual reports of other societies. Since within the community he cannot have professional support, he must entrust to the directors and to volunteers an unusual amount of responsibility. Not only must he look to them to help cover the long distances in the case work, and to interpret to him the feeling of the community in the weekly conference, but he must look to them for moral support and refreshment. He must lighten his responsibilities by discussing his problems with them, and by trusting them to help him explain the ideals of the society to the public. Again, since he has few professional associates, he must look outside of the society to men and women working in other pursuits for an especially large amount of cooperation. Judges, policemen, teachers, librarians, church authorities, even landlords and employers must understand his aim and give their confidence and help.

On the other hand, as there are few professional workers, not only

need he demand much of the community, but the community must demand much of him. He is called on for advice about other social activities in the town, even in the state, he serves on welfare exhibit committees, he is consulted about the incorporation of other societies, and perhaps helps to frame laws or model new institutions.

He has another less concrete obligation to the town, though the town may not be conscious of its existence—one which cannot exist in the same intensity in a great city, one which he should feel in all his contacts both with the society and in the community: he must foster the spirit of neighborliness. The small city has not usually lost all neighborhood spirit. The local newspaper still prints that "Mr. Smith has moved into his new house on Main Street," and that "Our readers will be glad to hear that Miss Jones has sufficiently recovered from tonsillitis to be back at her work in the Post Office," and records in headlines as large as those describing the situation in Mexico that "John Doe is sentenced to jail for thirty days for drunkenness." The charity organization worker must strive to broaden and deepen this sense of neighborhood interest, to change it from trivial narrowness into constructive friendliness. He must preserve the sense of a bond between individual fellow-townsmen, while trying to break down the conservatism that views all outsiders with distrust, and resents all innovation. Although he must rouse from smug complacency a Board of Trade which names the city "Busy and Beautiful" while vagrancy and bad living conditions and slovenly municipal housekeeping exist, yet must he be loyal to the Board of Trade, and to all other organizations which tend to increase in individuals a sense of responsibility for local prosperity. He must help also to rouse interest in playgrounds and in good housing while yet there are no great tenement districts; and in every way he must be constantly alert to prevent the city's losing through ignorance any good thing which it can keep.

Finally, to conserve and develop the good qualities of the village which survive in the small city is only part of this broader civic duty of the charity organization worker in a town; he must also help to guide wisely the city's growth. He must be one of those who try to teach the small city to learn what the great cities have been taught only by their own hard experience. There is an old French proverb which says, "*Si jeunesse savait,—si vieillesse pouvait.*" The town, though old as a community, as a city is still young. Here is an incentive which the worker in a great city cannot know. It is this which, more than the greater intimacy of organization, more than the greater diversity of case work, inspires him with a high sense of great possibilities for usefulness; to him the opportunity is given so to interpret the city to itself while it is still young, that it may have knowledge while yet it has the power to use it.

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GENERAL CIRCULATION OR  
LIBRARY FILING.



# CHARITY ORGANIZATION BULLETIN

FOR THE CONFIDENTIAL USE OF  
CHARITY ORGANIZATION SOCIETIES  
CHARITY ORGANIZATION DEPARTMENT

OF THE  
RUSSELL SAGE FOUNDATION, 130 E. 22D ST., NEW YORK

MISS M. E. RICHMOND, DIRECTOR

FRED S. HALL, ASSO. DIRECTOR

VOL. V.  
(NEW SERIES)

OCTOBER, 1914

No. 11

## WHAT IS RIGHT PUBLICITY IN CHARITY ORGANIZATION WORK?\*

Prepared by FRANCIS H. McLEAN

For the Buffalo National Conference of Charities, but not read or printed

THE question which has been given me is one which is capable of two interpretations, that is, what is right from the point of view of ethics, and what is right from the point of view of probable success. When one begins to attempt an analysis, however, he very quickly realizes that, in our field of social endeavor at least, nothing comes home so quickly to roost as an ethical error in publicity. We are in so exposed a position that anyone may at any time find a bone to pick with us and use even our innocent words as boomerangs. We are nearer the people, in other words, than any other philanthropic agency and as yet we have not reached the beatific stage attained, for example, by our good friends in the child-placing field,—the stage of at least being considered innocent until proved guilty.

Nor is this the only way in which unethical advertising may redound to our loss. Take, for instance, the story cited last year by Mr. Edward Shaw, an Associated Charities story as a reporter conceives it with all the accessories of starvation and what not. An Associated Charities that printed such an overdrawn picture would have been silly. It is true that

\* See Editorial Postscript on page 120.

it was immediately successful, but one has to remember that we cannot subsist on one-day sensations. With so much exaggeration, so much pepper and salt in the form of adjectives, we should have been obliged to put in more as time went on, and by and by everyone would have passed our stories by as stale—just as the yellow press have been driven to use bigger and bigger headlines, and are now put to it to make anything look sensational. The temptation to over-draw, to infuse too much local color, is a trap for our unwary feet. We should give heed to the principles taught in the schools of advertising, should watch our adjectives carefully and never use the superlative excepting where the superlative is needed. "The most stupendous bargain ever offered" at the beginning of a mercantile advertisement is a mark of the advertising mechanic, not of the advertising artist.

So it is that permanent success means a thorough living up to the ethical principle involved, to a principle which is also an art principle, the principle of absolute sincerity. But in being sincere one need not be stupid. It is my belief that we should more deliberately adopt some of the other principles of art in our publicity, forgetting for the nonce that we are social workers. We should consciously work out not only dignified advertising, but advertising with artistic conception and æsthetic finish, down to the minutest details of printing, if we are printing things ourselves, and down to the literary form at least if newspapers are printing. Above all else there should be variety. Human interest always, but that is not all. The same note should never be sounded twice in succession. It is a mistake, of course, to imagine that we must always appeal on the side of the pathetic, in connection with newspapers particularly. We must appeal by presenting stories which run the whole gamut of human emotions, from the lightest comedy to the deepest tragedy—stories which shall breathe the breath of life but nevertheless shall be as varied as human life itself, stories told in different ways too for different purposes, and appealing to different audiences. For it is silly to assume that there is one single article in any newspaper in this land which is read by everyone of its readers or by even an overwhelming majority of them. The first-page articles probably come nearest, but even some of these escape general reading. With the inside articles it is all one big lottery, and the only hope of holding one's place is to be continually presenting new features, new points of interest.

Thus, while your appeal for the sanatorium care of a tuberculous shop girl, written with restrained but fine feeling, may be reaching the heart of some shop girls, your next article, describing shocking sanitary conditions in connection with a bad block and what happened to a particular family therein, may be bestirring some young lawyers to come to your aid; and the story of the keeping of an Italian holiday by some sturdy immigrant family just passing out of the shadows, may bring to the doors of your office some of the Italians who in their own rise had forgotten their fellow countrymen and who may be stirred to join forces with you. I am rather inclined to disfavor set programs for newspaper publicity, no matter how carefully worked out. The city editor's as-



signment book is made up from day to day, and new ideas are being evolved each day. There can be no finer object lesson to a C. O. S. worker than the evolution of a daily issue in the working offices of a newspaper. Particularly is this so in the office of a paper in one of the smaller cities, where news is not so overpoweringly thick as in the metropolis. The art of making news out of nothing is there well exemplified. It is my belief that, as we reveal more completely the variety of the dishes which we can offer, our offices will, in the smaller cities, become Meccas for newspaper men.

Where should we stop on the newspaper side of publicity? It goes without saying, of course, that the identity of families, unless they are frauds to be uncovered, should always be strictly concealed. But may we possibly go to meretricious lengths in other directions? We can if we forsake the interesting for the sensational; but this side of that I see no danger. Some there are who most decidedly object to newspaper appeals for special case funds. To my mind an appeal of that sort, carefully explaining the plan and thereby indicating the principles, is the most democratic feature of all our publicity work. It reaches people whom one could reach in no other way, as is demonstrated by the hundreds of small contributions from people whose names one does not see on our contributors' lists. There are practical difficulties in certain places, where uneducated newspapers might permit all sorts of irresponsible societies to make similar appeals, not based upon intimate knowledge of the facts or upon a right working out of principles.

Absolute sincerity and unwearying variation, then, would seem to be the principles in connection with newspaper publicity. Now variation means such a continuous tax upon one's ingenuity and versatility that I have been tempted in some smaller cities to urge the formation of press committees composed of good newspaper people—not to work out a program but to aid by constant suggestion and stimulation. Such a committee could at least steer general secretaries and boards away from some errors—for instance, the publication of stacks of unilluminating statistics and the printing of the details of long, dreary meetings; in fact, the printing of anything which is deadly dull to the ordinary reader.

In the issuance of circulars and pamphlets, exclusive of annual reports, this need of variation is even greater. These are sent to more limited audiences, and too much attention cannot be given to the minutest details. The most successful works of this sort reveal literary skill, artistic conception, vitality, originality, and variety. Better not do the thing at all unless it is well done. It is possible in such publications to describe somewhat more the work of the society itself but always in terms of results. Indeed the danger in all publicity work is that the worker sits down to write about what his society is doing, making the families convenient pegs upon which to hang the thread of his discourse, rather than telling what the families are doing and keeping the society in the position of peg. The most amazing mistakes are made in this way. Even the plain and unvarnished descriptions of particular activities, such

as the wood yard, for instance, may be touched up and artistically done, as a publication of the Philadelphia Society well indicated.

There seems to be hardly any question of right publicity to be discussed in connection with other forms of advertising—the public meeting, the stereopticon lecture, and so on—excepting that, where one is face to face with an audience, it is a mistake not to give them even more sugar-coated pills filled with good doses of principle than in the printed document. Here figures can be used more tellingly than anywhere else, excepting as they are artistically developed in annual reports.

Perhaps I am too entirely eclectic to discuss this question as it should be discussed, for I must confess that I welcome about everything that is successful so long as it rings true and does not exaggerate, or descend from pathos into bathos. I stand for dignified advertising, however. You will never touch the non-thinking by it, but then they would never stay put even if you did attract their attention. You would be crowded out of their minds the next day by any old thing, and there is no reason for our pushing our democratic ideals to ridiculous extremes in this direction. Let us frankly acknowledge that we can never win a whole community, that an auditor must display at least enough brain activity for a psychologist to detect it before he can ever see the bottom of the tariff question or ever support social work. As for the rest, let the system of public education look to its laurels.

To sum up, then: avoid pepper and salt, avoid exaggeration, the sensational, and the bathetic. Be absolutely sincere in all that you say. Vary your appeal indefinitely. Write for different people at different times, even in newspapers. Steal as much ingenuity and originality as you have skill to steal from the professional writers; in everything else be strictly ethical.

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## FINANCIAL APPEALS THAT UNDERMINE

**I**N the BULLETIN for last December stress was laid on the opportunities for educative work—too little appreciated—that financial campaigning offers. The other side of the shield was emphasized to us a few months ago—the danger that financial work may undermine instead of building up. The following appeal letter was sent to us from a society in a large city:

You should know that there are thousands of persons in this city out of employment, many of them heads of families, some of whom are on the verge of starvation, needing not only food, but fuel, clothing, medicine and other necessities.

A hungry man is not a good Civic proposition. Sociology is all right, but you *cannot crowd it down the throat* of a man who has walked the streets all day, cold and hungry, looking for work, getting none, not even encouragement and having to face the pitiful fact of a wife and children cold and hungry at home.

Feed the hungry, and then talk Up-lift.

Our Flag is a mockery if the Sun goes down on one little child, who through no fault of its own, goes cold and hungry to bed.

We have too much Technique, and not enough of common sense.

Too much Social Service, and not enough human service. We are developing a Sociological Tango.

Here is a great need. It is degrading to beg and keep on begging for such a cause.

To meet such a need as this, we must get busy. The issue is squarely before us.

This our Slogan—We Know the Need. NOW—WE MUST. DO IT NOW.

A few days after receiving this letter a committee will call upon you for subscriptions.

In reply we wrote:

You ask my opinion in regard to your letter No. 2, gotten up, you say, to meet what seems to be a drifting too much into fads. You ask me to speak frankly, and I will. It appears to me that a society which sends out such a letter cuts from beneath it the very limb on which it sits.

Further comment on such an appeal letter hardly seems necessary. It will bring the money? Yes, possibly, and just in that proportion its damage will be greater. The man, prejudiced against social service—administration expense, he calls it—is told that he is right, that we have “too much social service.” After such a statement, can he ever be won over to a constructive family program? The society responsible for this letter has announced such a program—has been trying to carry it out. The more the shame, therefore, that a letter thus dynamiting the very fundamentals of organized charity should have been allowed to go out.

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## HOW A SMALL SOCIETY RAISED THE MONEY IT NEEDED TO START

By E. HALDEMAN FINNIE,

Member of the Finance Committee of the Social Service Society of  
Corning, N. Y.

CORNING, N.Y., is a city that had a population of less than 14,000 when the last census was taken in 1910. The directors of the Social Service Society, organized in 1913, decided that \$2,500 should be assured before a secretary was engaged. In the appeal to the public, however, it was stated that \$3,000 was needed, and as a result of the campaign described below a total of over \$3,400 was subscribed before active steps were taken to engage a secretary. A large percentage of the subscriptions were for two years, so that it would not be necessary at the end of the first year to expend on financial affairs energy that could be better used in constructive work.

One of the chief ambitions of the organizers of the society was to make it a popular institution. There is no doubt that sufficient money

for its maintenance could have been raised among the wealthy and well-to-do of the city, but it was realized that the society would be stronger in every way if a large number of persons were interested in its work by having contributed to its support. For this reason the membership fee was set at one dollar and every effort made to reach the people of moderate means.

**PRELIMINARY CANVASS.** Nevertheless the potentially larger subscribers were not neglected but were thoroughly canvassed before any general appeal to the public was made. A list of prominent persons was compiled from the city directory and telephone books and divided among the directors, each taking the names of those to whom he thought he could most successfully appeal. When approximately \$2,300 had been secured in this way the financial success of the society seemed assured and plans were made for a canvass of the entire city.

**GENERAL CANVASS.** Every step of the general canvass was carefully planned in advance, and the newspapers were supplied with frequent articles to which they gave a prominent position in their news columns. The residential sections of the city were divided into departments and each department into districts. Department heads were appointed who chose their own district leaders, the latter in turn choosing solicitors for their districts. The business sections were handled as separate units but in the same manner, all the solicitors in these sections being representative business men, while those in the residential districts were nearly all women.

A definite date was set for the canvass and for the preceding week advertisements were run in the local newspapers, the copy being changed every day. A large display on the first day made a general announcement. Smaller space presented some one of the phases of organized charity work on each of the next five days, and on the day before the canvass another large display made a final appeal. Five of these seven advertisements are reproduced on the following pages and a sixth is given below.\* These appeared in both of the city papers, the space being given to the society free by the managements. The first of the series was in large type, five columns wide and seven inches long. The others filled from four to six inches of single column. These latter were prepared originally by the New York Charity Organization Society and as printed here have been somewhat modified. The concluding quotation did not appear on the New York copy.

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\* **CO-OPERATION OR COMPETITION.**—This is not an open question in Social Service Work. Organization implies working together in the most economical manner.

In restoring dependent families to self-support, the Social Service Society will constantly co-operate with all the social forces in the city, including the Health Officer, the Overseer of the Poor, all the churches, and Miss Grace M. Seyter. *THE SOCIAL SERVICE SOCIETY. "To help those in misfortune and distress."*

# \$3,000.00

## TO BE SUBSCRIBED BY THE CITIZENS OF CORNING FOR SOCIAL SERVICE SOCIETY

The financial question must be disposed of before a secretary can be engaged and active work started

A few subscriptions have already been secured by personal solicitation of the Directors.

**TUESDAY, JULY 29th**

A CITY WIDE CANVASS WILL BE MADE, AND YOU WILL BE ASKED TO SIGN A SUBSCRIPTION CARD.

Every day this week information about the work to be done by the Society will be published in these columns.

Read the Announcements in this paper this week and see what the objects of the SOCIAL SERVICE SOCIETY are, and understand its value in your community.

THINK ABOUT IT THIS WEEK; TALK IT OVER WITH YOUR FAMILY, AND THEN WHEN YOU ARE CALLED ON BE READY TO SIGN A CARD FOR AS MUCH AS YOU ARE ABLE AND WILLING TO GIVE.

The Directors here given will determine the policy of the Society. Their names are a guarantee that the funds contributed will be used wisely and in a business-like manner.

### Representative

### ELECTED

MRS. H. A. ARGUE  
HASELL W. BALDWIN  
REV. J. M. BUSTIN  
FRED C. CAMERON  
MRS. CHARLES E. DRAKE  
WM. M. GURNSEY  
F. H. HAUSNER  
W. J. HEERMANS  
LEIGH R. HUNT  
WM. M. HUGGINS  
DR. E. H. HUTTON  
MRS. J. W. JONES  
MRS. JOHN McLAUGHLIN

FRANK J. SAXTON,  
Business Men's Association  
MRS. J. W. DARRIN,  
Corning Hospital  
FRANK BEYEA, Common Council  
CLAUDE F. DOWD,  
Associated Trades Council  
MRS. B. W. WELLINGTON,  
Christ Church  
C. H. ALMY, First Baptist Church  
C. M. DAVIS,  
First Congregational Church

E. E. MAGEE,  
Grace Methodist Church  
J. T. HAYT,  
First Presbyterian Church  
F. P. WHITE,  
First Methodist Church  
REV. W. M. LIDDY,  
North Baptist Church  
E. H. GRAY, St. Mary's Church  
W. M. KILLIGREW,  
St. Patrick's Church  
CAPT. E. H. KING,  
Salvation Army

### EX-OFFICIO

F. A. ELLISON, Mayor  
DR. F. S. SWAIN, City Health Officer  
J. O. SEBBING, City Attorney  
P. F. FARRELL,  
Overseer of the Poor  
J. C. BOSTELMANN, City Judge  
H. H. CHAPMAN, and  
A. M. BLODGETT, Supts. of Schools  
JOHN AUSTIN, Secretary, Y. M. C. A.  
GRACE M. SEYTER, Visiting Nurse

**OFFICERS:** H. W. Baldwin, President

Mrs. H. A. Argue, Vice-President

W. M. Gurnsey, Treasurer

## A Sympathetic Hearing

is the first step in restoring the dependent to self-support.

Unless the poor are sure of such a hearing, they will not lay bare their needs. You personally cannot always listen to the stories of those you desire to help. Complex social relations make the close personal contact once existing between the poor and the well-to-do far less prevalent. The poor cannot so often come to you directly to tell of their distress.

### THE SOCIAL SERVICE SOCIETY

will give a sympathetic hearing to all who come under its care.

"TO HELP THOSE IN MISFORTUNE AND DISTRESS."

## Emergency Relief

In medicine, first aid is often necessary to relieve pain. In service to the destitute, relief for the urgent need—food, fuel, clothing—must be given without delay. Although often necessary, this second step is never final in meeting our obligations to the poor.

### THE SOCIAL SERVICE SOCIETY

will meet promptly all cases of urgent need brought to its attention.

"TO HELP THOSE IN MISFORTUNE AND DISTRESS."

## A Confidential Inquiry

To get families out of and away from their poverty, thorough acquaintance with them is essential. As no reputable physician attempts to treat his patients without a complete knowledge of their ailments, so plans for social service must be based upon a like knowledge of the needs to be met.

### THE SOCIAL SERVICE SOCIETY

will make inquiries not to discover fraud but to get acquainted. Only with a knowledge of all pertinent facts can effective and permanent help be given.

"TO HELP THOSE IN MISFORTUNE AND DISTRESS."

## A Correct Diagnosis

Success in restoring a family to self-support depends primarily upon an accurate diagnosis of the causes of its trouble. In working to solve these family problems, the condition of each member of the family, learned through friendly visits and inquiry, will be carefully considered and the best possible plan devised to see them through their difficulty. Relatives and friends, too, who know the family better than the casual visitor, will be consulted regarding the plan.

### THE SOCIAL SERVICE SOCIETY

will employ every available means not only to learn but to meet the fundamental needs of the families who seek its aid.

"TO HELP THOSE IN MISFORTUNE AND DISTRESS."

NOTE.—For sixth advertisement see foot-note on page 110.

Publicity was also given the movement by the ministers of the various churches on the Sunday preceding the canvass, splendid results from the appeal of the Roman Catholic priests being especially noticeable.

**INSTRUCTION OF SOLICITORS.** It was impossible to have a meeting of all the solicitors but the department heads and district leaders were brought together and the entire plan carefully explained to them. "Selling talks" were outlined and probable criticisms and objections anticipated and met by counter-arguments. Detailed instructions for the solicitors were typewritten and, together with proof sheets of the newspaper advertisements, subscription cards, receipt books, etc., were distributed to them through their district leaders. The instructions were to call on every family in their territory for subscriptions, collecting cash wherever possible. The solicitors were also asked to make a report of all those on whom they called but from whom they received no subscription, giving the reason for refusal. From these reports was compiled a list of "live prospects" who might be solicited later. When a person was undecided and wanted to consider the matter further before subscribing, a subscription card and addressed envelope was left with him.

The publicity work previous to the canvass was undoubtedly of immense benefit. The name "Social Service Society" had been shouted at the public from the columns of the newspapers until there was hardly a family in the city that did not know something about the movement, and the solicitors found that very little further explanation was necessary.

**RESULTS.** The result of this general canvass far exceeded expectations, both in dollars and in the number of persons subscribing. Since that time other subscriptions have been received, the total results being approximately as shown below.

Solicitation by Directors .....	140	persons subscribed	\$2,300
General Canvass .....	602	" "	1,100
Later .....	41	" "	100
<b>Total .....</b>	<b>783</b>	<b>persons subscribed</b>	<b>\$3,500</b>

The following classification of subscriptions will show how well the work has been supported by persons of all financial conditions. The total represents about one family in every four throughout the city, which is considered to be a very gratifying proportion.

Less than \$1.00 .....	128	people gave	\$50.00
\$1.00 and less than \$2.00 .....	398	" "	400.00
2.00 " " 5.00 .....	98	" "	240.00
5.00 " " 10.00 .....	92	" "	470.00
10.00 " " 20.00 .....	31	" "	320.00
20.00 " " 50.00 .....	19	" "	470.00
50.00 .....	9	" "	450.00
100.00 .....	6	" "	600.00
Over \$100.00 .....	2	" "	500.00
			<b>\$3,500.00</b>

**COLLECTIONS.** A large part of the subscriptions was paid in advance, but many chose to wait until the beginning of the year, some

electing semi-annual or quarterly payments. Collections have been made entirely by mail. Printed notices are sent to subscribers when payments come due, but, as was to have been expected, not everyone responded to the first notice. Other notices are sent and later special letters to delinquents, each letter making some particular appeal. At the time of publication of the first annual report—six months after the first payments were due—all those who had not responded to the collection letters were dropped from the list of members and their subscriptions considered cancelled. There were 77 cancellations in all. As these were chiefly among the smaller subscribers, the cancelled subscriptions totalled only \$67.75, less than two per cent. of the entire amount subscribed. This included cancellations due to the death or removal from the city of the subscriber. The amount would undoubtedly have been less if personal calls had been made, but for several reasons this was not attempted.

**GENERAL POLICY.** In its general financial policy the society has made two decisions which may be of interest to BULLETIN readers. The general secretary has been made free from all matters involving the collection of funds. She has been told that there were ample resources to meet the society's needs and has thus been able to devote her entire time to the professional side of her work. The society has also taken a decided stand, at its start, against the raising of funds through any form of entertainments. Public announcement to this effect was made in the daily papers in connection with the society's refusal of several benefits which had been offered to it by people of the city.

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## OUTLINE OF AN EDUCATIONAL AND FINANCIAL CAMPAIGN

CONDUCTED BY THE ASSOCIATED CHARITIES  
OF MINNEAPOLIS IN DECEMBER, 1913

By J. J. O'CONNOR  
then Secretary of the Society.

THE following outline of the educational and financial campaign of last winter has been prepared in response to requests from a number of cities. The ten-day financial campaign netted about \$57,000. It was preceded by a tag-day which netted about \$25,000 for visiting nurse work, and was followed by a Red Cross Seal Campaign which netted about \$3,000 for anti-tuberculosis work. Thus a total of \$85,000 was raised within two months. Every penny of the estimated budget for 1914 was in hand or assured before the doors were opened for the New Year. The money and pledges were left on deposit with the campaign treasurer until after January 1st. A check for the total cash and a record of the pledges were sent us the first week in January. It was understood that some of the money from the campaign was to be used



in 1913. We were assured by December 1st of contributions to the amount of \$83,000 for 1913, and \$92,000 for 1914, as against \$70,000 for 1912. Endowments received were not included in these figures.

It has been our firm belief that it is the duty of the directors and the citizens to secure the money and that the propaganda work is almost entirely the duty of the paid workers. We have the facts at our finger tips. We should be ready with them prepared in an acceptable style for our board members to use. With this division of work understood here, the members of our finance committee and board of directors accepted their responsibility and acted. The office did the educational work.

It was inspiring to all of us to have an opportunity to meet unfair and unthought-out criticism with the moral backing of a group of the city's most important citizens publicly committed to the support of our work. Our hat was "in the ring" for a month. The educational work will probably do us and the city more good than the additional money secured.

#### OUTLINE

1. The proposal to enter upon an educational and financial campaign was reviewed thoroughly by the executive committee and officers during a period of about sixty days. It was informally discussed with members of the board. When finally presented at a board meeting, there was little discussion and no opposition.

2. The first step was a "family dinner." This was a seventy-five cent, six o'clock dinner. The proposal for an educational and financial campaign had not as yet been presented in full to our groups. This dinner was attended by a majority of the members of the important committees, representing the departmental branches of the work, the relief and service, visiting nurse, anti-tuberculosis and legal aid departments and the confidential exchange. The forty members of the staff attended, the nurses in uniform. In all, there were about one hundred present. Another hundred, who were unable to be present, were later acquainted with the developments at the dinner.

The president emphasized that it was a "get-together dinner." He had the various groups stand up, one after another, "to be introduced." These groups were the anti-tuberculosis, visiting nurse, legal aid, friendly visitors, visiting housekeeper and pension committees, and the different groups of workers—department heads, district visitors, nurses, lawyers, visiting housekeepers and office employees. This was good fun and made a fine showing. It was impressive to see the city's leaders of thought stand up in the different groups.

The educational campaign began immediately with our own "family." The general secretary presented a carefully prepared, illustrated lecture on the work of all branches of the organization. Much time and considerable money had been spent on the slides, which included photographs, charts, drawings, cartoons, etc. This lecture occupied about seventy minutes. The "story of the work" surprised even the best informed directors.

The next step had also been carefully prepared. One of the leading citizens, a member of the finance committee and board of directors, rose to declare that the lecture had made a deep impression upon him (boosting the lecture for newspapers), and that the work should be known to the entire community. He thought that the small deficit which we were running into at the end of 1913 should be wiped out and enough money be secured immediately to run the organization through 1914. He read figures, carefully prepared, showing how much money was needed and for what purpose. He then presented a resolution, written with an eye to publication, calling for the appointment, by the president, of a committee to organize an educational and financial campaign. The resolution was passed unanimously, and the mover of the resolution was, of course, made chairman of the committee. The president then announced the committee. He read the names of twenty-five of the city's most influential citizens, whose consent had been secured. This made a good newspaper story.

3. A meeting of the committee was called for the next day at noon. This was well attended. Two or three plans for conducting the financial campaign were thoroughly discussed. A press agent had been engaged and began his work at this meeting as secretary of the campaign committee. Inasmuch as the financial campaign was built entirely around the educational campaign, the stereopticon lecture became a most important feature. Arrangements were promptly made to present this lecture three times a day at campaign headquarters, which were in a large vacant room on the ground floor of one of the principal office and bank buildings. The headquarters were roomy and convenient. In addition, dates were booked for the principal clubs, business men's associations, churches, etc. We quickly had a booking of four, and occasionally five, lectures a day.

4. The campaign committee, increased to one hundred, organized along trade lines. The twelve sub-committees were as follows:

Retail	Implements	Printers	Banks
Flour	Wholesalers	Automobiles	Real Estate
Grain	Attorneys	Lumbermen	Physicians

5. Members of the board of directors had plenty to do, so that as the campaign developed they were eagerly talking of their connection with the work, to many who might not otherwise have been interested in it.

6. A "flying squadron," another hundred, was organized to take care of the younger business men. This squadron worked according to districts, not trades. It confined its work to office buildings, factories and resident districts. It covered every office building in the city. It organized a very interesting and catchy feature of the campaign, a "junior flying squadron," composed of boys under sixteen. These boys collected \$1500. In addition, they became staunch supporters. Many interesting stories were told of their loyalty and zeal. The squadron also organized a two-day campaign by expert salesmen. In the first hour of work one of the salesmen got a new \$1,000 pledge.

7. A woman's committee was organized. It worked under the general committee and with the flying squadron.

8. Meetings of the central committee of ten were held each morning in the campaign headquarters. One of the best organizers and money-getters of the city was induced to act as chairman of the central committee, although not appearing before the public as chairman of the campaign. He is a man whose word is instantly taken by every business man in the city. There was no wavering, with him at the helm. He gave nearly all of his time for one week.

9. In addition to the lectures, which were given at every opportunity, considerable space was secured in the newspapers. All the newspaper editors were members of the general campaign committee. The space given was liberal. The papers printed copy which ordinarily they would not use. Photographs of the campaign committee and of the flying squadron at work, were printed. We had spent considerable time with artists and cartoonists prior to the campaign and the material thus prepared for the lectures was used in the papers, together with new material, which, of course, was carefully supervised.

One of the best features of the newspaper financial campaign was a picture of a clock. So far as I know, we invented a new kind of campaign clock. This picture was printed in all the papers every day, usually on the front page. As the different issues were printed, the hand of the clock was advanced. This scheme was worked out with the mechanical department of one of the newspapers. Every newspaper reader in the city saw the progress of the campaign instantly. The clock caught the eye and compelled interest. If a clock had been erected at a down-town point, only comparatively few passersby would have casually followed the results.

10. All criticisms of the organization were met squarely throughout the educational campaign. At all lectures the general secretary invited criticisms and objections. There was practically no open criticism, and very little of the other kind, so far as we have been able to learn. The result was that not only throughout the campaign, but since then, our relations with the public have appeared to be much more cordial. We have not been called upon once in the past eight months to tell how much money we spent for salaries, and the newspapers have not printed criticisms. We succeeded in popularizing the idea of organized charity to some extent.

11. The president of one of the principal banks was made campaign treasurer. All cash and pledges were sent to the bank, each day, after going through campaign headquarters. A large staff of workers was employed at headquarters working on lists, making receipts, preparing copy and keeping the machinery going smoothly. The principal workers at headquarters were the press agent, the general secretary, his secretary and the cashier.

12. The trade committees got to work quickly. They adopted different methods. The lumber-trade committee, for instance, induced about a hundred of the principal lumber dealers to meet in the Lumber

Exchange, to listen to the lecture, and then the committee got their subscriptions. The retail-dealers committee brought the principal "prospects" to the lecture at headquarters. The flying squadron committee put out very interesting press material and got out placards, which suddenly appeared in all the principal down-town windows. One of the best of these large placards, which was posted usually in the most conspicuous place in an office, such as the door, read:

"Did you contribute in 1913? Less than one-half of one per cent. of the citizens of Minneapolis contributed to the work of the Associated Charities during 1913. We believe in the work of this association as representing the best methods for relieving poverty and distress along constructive lines. Modern charity helps people to help themselves. WILL YOU CONTRIBUTE IN 1914? We have never before suggested such a course to those entering our office, but make an exception in this case because we believe in it. If you wish to become identified with the movement, we will receive your subscription and see that the same reaches the Treasurer, Mr. F. A. Chamberlain, promptly. Will you give your name and contribution to

(Signed) \_\_\_\_\_"

These cards were found in the offices of people who had never contributed before, and even of some who had not previously been friendly to the society. The flying squadron committee also appointed captains of committees in all the principal office buildings, factories and neighborhoods. There was crossing of lines with the trade committees, occasionally, but the flying squadron committees were instructed to withdraw instantly when they crossed the trail of a trade committee, as the trade committee was better instructed and could get more money. A separate headquarters, in the office of one of the principal milling companies, was established for the flying squadron and considerable rivalry between it and the trade committees was engendered thereby. The flying squadrons were mostly the younger generation of business men. Their headquarters was a hive of industry.

13. All workers were supplied with pledge slips. They were given facts and figures about the work and told to ask for anything they needed. The campaign headquarters was a general information bureau. No pains were spared to nail every mis-statement and to *get all the facts squarely before the public.*

14. The stereopticon lecture was varied both in length and subject matter, according to circumstances. We made up about two hundred slides. From fifty to a hundred were used in a lecture. Facts, not conclusions, were stated. Our auditor's report was analyzed and the tables presented. Pictures of every department, with its workers, were shown. The percentage of the expenses for relief, personal service and over-head were clearly indicated. The technique of each department was explained. Case stories were told. A certain story ran through about a dozen slides. Graphs and cartoons were effective. The whole thing was lighted up with humorous touches. No appeal for money was made by the general secretary. The "family dinner" lecture, which was the first one, is now being written out.

15. The following method of presenting an argument against including a charge for personal service in over-head expense, was used effectually with the managing editor of a Minneapolis newspaper and with business men.

Ques. "We pay our thirteen nurses about \$75 per month each. They spend most of their time nursing the sick poor in their homes. They cost us in salaries about \$12,000 a year. You would not include their salaries in over-head, would you?"

Ans. "No. I should not. I should say the service itself is the charity."

Ques. "We employ two visiting housekeepers at a cost of \$80 per month each, who spend their time in certain selected homes, instructing the housewives in the purchase and preparation of food, sanitation, making of garments, and a host of other things. They do not give any material relief. You would not call their salaries over-head, would you?"

Ans. "No, I should not."

Ques. "We pay eight district visitors from \$60 to \$75 per month each, to visit the homes of the poor, in order to 'put them on their feet,' economically, physically, and morally. Each visitor has in charge a constant monthly average of about seventy families. Among the visitors' many duties is that of administering, considerably, such material relief as is deemed necessary, that is, supplying rent, fuel, food, clothing, etc. You would not call the salaries paid for this service, which is rehabilitating in more than fifty per cent. of the cases without much, if any, material relief, over-head, would you?"

Ans. "No-o-o, I can't say that I should."

Ques. "You will be less inclined to call these salaries over-head when you learn that each District Visitor secured for the poor families of her district an amount equivalent to her salary and thirty-four per cent. more, and that every penny of these special contributions went directly to the poor, without the deduction of one cent to pay for the cost of a postage stamp or a telephone message, will you not?"

Ans. "Is that so. Well, that is interesting. No, I don't think visitors' salaries can be called over-head, especially if they have to give material relief in less than 50 per cent. of the cases in which they are called upon to render some service."

Ques. "You see that the service itself is the principal part of this modern charity."

Ans. "Yes."

Ques. "Then what becomes of the charge of excessive over-head? Here are the other salary items, and an explanation of each job."

Ans. A nod of the head.

16. It may be of some help to agencies organized along the same lines to know that all the contributions, no matter for what branch of the work, were pooled. For instance, the anti-tuberculosis and legal aid committees have contributors who do not subscribe to the relief and service work or the visiting nurse work, but after a budget satisfactory to all the committees had been prepared, these contributors were told through the press and the campaign workers that the "campaign fund" covered the budgets of all departments, and that if they contributed to it they would not be solicited by the department again in 1914. However, if they desired to contribute directly to a special work, they could do so. This served to bring the various committees together and to impress the public with the "oneness" of the society.

We have had to change our bookkeeping methods since the cam-

paign. As the money from matured pledges comes in, it is placed in a "centralizing fund." This fund is drawn upon by the various departments according to their budgetary allowance. There is always enough money in the centralizing fund to cover the expenditures of the various departments. This saves any necessity for pro-rata distribution of each pledge as the cash comes in.

17. It is pleasing to note that in eighteen months our endowment has jumped from \$18,900, secured during the twenty-six years previous, to \$90,900, an increase of nearly 400 per cent. Also, the treasurer is informed of two bequests of \$50,000 each, which have been written recently into the wills of elderly testators.

It was decided not to solicit support in this campaign for more than the end of 1913 and the whole of 1914. Securing as we did, all the money needed for this, we are practically assured of sufficient income for 1915 without a financial campaign. The finance committee will begin to work quietly through the mails, over the telephone and by visits to secure renewals for 1915, not later than October 20th. This is after the harvest, when money is plentiful, after tag day, after the golf and hunting season, near enough to the holidays, and before people leave for the winter. It is our intention to start a vigorous and well-directed educational campaign without appealing for money, early in October. We have already begun to shape up our plans for this. We are hoping that we shall be able to get out a moving picture.

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## EDITORIAL POSTSCRIPT

Since the articles here printed were written, the altogether deplorable world developments of August and September have brought many new burdens to our charity organization societies. They will accept these in a spirit of practical helpfulness and do their best with them, but our pages must be read with the changed conditions in mind. Mr. McLean, Mr. O'Connor and the others are writing about ordinary times and these are extraordinary times. The caution applies especially to whatever is said here with regard to newspaper appeals for funds. Their stimulation of unnecessary requests for aid would make them a dangerous expedient at any time of wide-spread unemployment.

The whole charity organization plan of campaign may have to be modified; certainly every item in it will have to be carefully scrutinized. To take counsel together upon the situation, general secretaries in cities of over a hundred thousand population have just been invited to meet informally at the offices of the Charity Organization Department. The substance of their two days' deliberations will be distributed to the societies at the earliest possible moment. Meanwhile, with no desire to paint the present outlook as altogether dark, for it is not, we do earnestly urge upon executives the importance of taking thought and of planning ahead for the tasks of the coming winter.

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# CHARITY ORGANIZATION BULLETIN

FOR THE CONFIDENTIAL USE OF  
CHARITY ORGANIZATION SOCIETIES  
CHARITY ORGANIZATION DEPARTMENT  
OF THE

RUSSELL SAGE FOUNDATION, 130 E. 22D ST., NEW YORK

MISS M. E. RICHMOND, DIRECTOR

FRED S. HALL, ASSO. DIRECTOR

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## SPECIAL NUMBER ON THE COMING WINTER

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## THE COMING WINTER

"There is a great deal of common sense in the world, if only it could be organized to a rational end."—*The Great Analysis*.

THE following pages are addressed to executives of charity organization societies and have to do with the task immediately before them. The "Great Analysis," from which our motto is taken, was published anonymously by an Englishman two years ago. This thin little volume discusses something less restricted than the present topic, for its author writes of a World Order, but a few of its pages are not without application to the events of the last three months. Take this sentence: "It is a monstrous and intolerable thought that civilization may at any moment be hurled half-way back to barbarism by some scheming adventurer, some superstitious madman, or simply a pompous, well-meaning busybody." Then follows an appeal to common sense and to common sense organized from which we quote.

These two things are going to be our supreme need during the coming winter, but no narrow, parochial common sense will serve. As this message is being written, a set of verses has just appeared in the *New York Times* on the theme "Charity begins at home." The contention is that America should hoard her benevolence for home consumption. Europe's present troubles are not of our making, it is true; certain great ones of the earth have chosen to think imperially, but the only true remedy for the trouble which has ensued is that the rest of us (to borrow another phrase from the unknown Englishman) should "think planetarily." In fact, we have been forced so to think, and reluctantly enough, some of us; it is only too evident that the whole world's welfare is tied together for better or for worse; that no one is so fortunate or so remote as to escape responsibility for his brother overseas or for his brother close at hand, save by death alone.

We believe that if all our charity organization host were in convention assembled, harried as they must feel by the thought of empty treasuries and the pressure of home need, they would still "think planetarily" and pass resolutions heartily endorsing the plans of war relief and refugee relief which are now under way and well-planned.

Then, being practical people, they would buckle down to the home task that is theirs, would try to picture the situation as it now is, would try to discover how it differs (if, indeed, it does differ) from the other periods of industrial depression through which they had passed, would examine the recorded experience of those periods, and would ask what they can learn not only from the record but from one another's plans for the immediate future. This article is a clumsy substitute for the convention which could not be held.

### I. PRESENT CONDITIONS

First of all, is there going to be any situation? Yes, unless all signs fail, in many American cities there is going to be distress due to un-



employment this winter. The Charity Organization Department, late in September, sent a questionnaire to societies in cities of over a hundred thousand population. Responses were received from thirty-two of these, and twenty-two expected a hard winter, five expected a normal winter, and five expressed the opinion that the winter would be difficult, but with modifications, such as "for the homeless only," "no more so than last year," "for the next three months," "a little worse than last winter but not extreme."

These differences in opinion are due, for the most part, to differences in local conditions. Wheat is plentiful in quantity and high in price—an unusual combination, so that we may look for optimism in the Northwest. Cotton is temporarily without a market, and we should expect pessimism in the South. It is difficult to separate industrial depression due to the war from that due to ante-bellum causes. Then, too, in those industries most affected by the war, some are dull, like the silk mills, for lack of raw material, but they expect to see this righted soon and to make a record output; others, like the harvester people, have lost large foreign markets for the time being, and still others are blocked by the demoralization of their usual means of transportation. On the other hand, dealers in some staples are busier than usual, and the firearms factories are working overtime, if anyone can find encouragement in that. No generalization is safe about a situation in which so many features are altogether new to human experience, but the statement may be ventured that industrial depression due to war is an uneven depression, in which certain kinds of consumption are increased and certain others diminished.

At the same time that a questionnaire was sent to cities of over a hundred thousand, the general secretaries of their charity organization societies were invited to confer together informally at the Charity Organization Department's offices. Seventeen cities were able to send representatives to a private conference, which was held October 2d and 3d.

The opinions then expressed are drawn upon freely in this article, though the secretaries are not responsible, either collectively or individually, for the present statement.

It came out at this meeting that new applications had developed in the societies of northern border states from Germans forced to leave Canada, but none of those present reported any volume of work from the families of reservists, or, in most of the cities, any need at all in this quarter. New cases in August had shown no marked increase over June or July, but these two months had been unusually busy. In some places the large figures were believed to be due to new coöperative tasks undertaken in connection with such summer work as baby hygiene or outings; in others, to a dull time in industry before the war and not related to it in any way. Several cities reported an actual falling off in new cases during August, followed by a further drop in September, but all realized that this was no safe guide as to what may be before us.

If it is true that the present industrial unsettlement not only affects different communities very differently but different industries in the same community differently, here is a reason for detailed and con-

tinuous study of the situation. If the president of our society is a broker or a cotton grower, his feeling that everything is dark and that there are no resources left should not be allowed to discourage a fresh taking account of stock of the whole situation at frequent intervals. Here, as in case work, the society which has the up-to-date facts is in a far better position to stimulate wise and to discourage unwise action than the one which depends upon general impressions. There are a whole series of indices—all needing intelligent interpretation, of course—which should be kept by each general secretary on his desk, should be revised regularly and should be utilized in a variety of ways. From the trade journals, from the confidential reports of representative business men or the board of trade, and from trade union secretaries it should be possible to make a list of concerns running part time, full time or overtime. Through wholesale grocers it is often possible to get a picture of what is happening to the customers of small dealers. Installment houses, pawnshops, remedial loan companies, records of eviction notices, of savings bank and postal savings deposits furnish other indices.

What is their use, it may be asked, when we know what is happening well enough already? If industrial prostration were complete, this would be true enough, but the man who is now making more money than usual will need a pretty vivid picture of the other side before he can be persuaded to do his share. If we could show him a "fever chart" on which was plotted the increased number of "want ads" in the daily papers as compared with a corresponding period last year or last month we should have an argument in graphic form which would picture roughly but fairly the relative degree of unemployment.\* On the other hand, when an inexperienced group of citizens wishes to start a public scheme of relief which will only make the situation worse (and we are going to have to face such groups), they or their backers will listen to facts and comparisons showing that the situation has been misunderstood and exaggerated, when they would be deaf to opinions.

With the increased number of intelligent and devoted volunteers glad to give extra service at times such as these, it should be possible to have all of this information up-to-date and so to keep very close to the real situation, without putting any extra work upon our paid staff.

## II. RECORDED EXPERIENCE

Since the charity organization movement developed in America there have been two industrial panics—those of 1893 and of 1907. Unless we know the present situation in detail there is danger that we may apply the recorded experience of relief organization in these two crises where it does not in any way fit, but, granting that we have this knowledge of present reality, it will be useful too to know what has been tried, what succeeded, what failed, and why.

The relief work of 1893 is very fully recorded. The Journal

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\* The city library should have or should procure for C. O. S. use, "Graphic Method for Presenting Facts," by Willard C. Brinton. Sold by the author at 7 E. 42d St., New York.

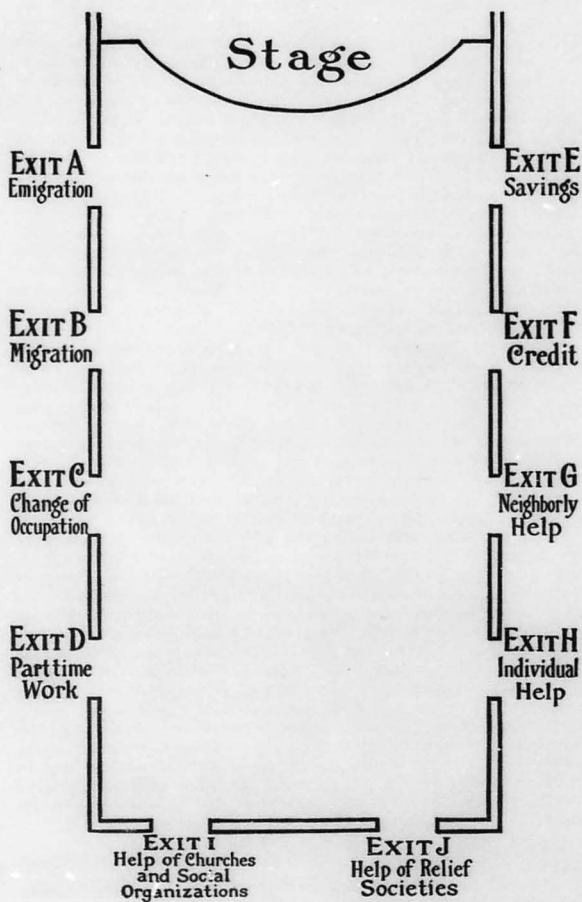
of the American Social Science Association (Vol. XXXII) contains a forty-page report on the measures adopted in this great panic, and Massachusetts appointed a Board to Investigate the Unemployed which reported in 1895. Part I of this report (256 pages) is devoted to this same subject.\* It was a period of centralized committees of citizens, of relief works widely advertised, of the general fund also widely advertised. The charity organization societies were not yet of age, and they were still willing to try to "investigate," to separate the sheep from the goats somehow for any temporary relief agency that got itself launched. These agencies invited applications in such numbers that no individualized care was possible. It was impossible to get any underpinning of fact before they acted, and impossible to meet the situation created later when they broke down and ceased to act. No one who faced at that time the struggling masses fighting for work tickets, no one who realized the cruelty of sending narrow-chested tailors to the stone pile or of treating all humanity in *any one way* at such a time, could ever forget the experience or ever consent to see the mistakes of 1893 repeated without making vigorous protest.

Some who remembered these things as young workers became responsible for shaping emergency relief measures in the next panic. By 1907 our charity organization societies had gained greater influence. In many cities they were not only able to discourage centralized general schemes for dealing with distress, but differentiated sharply between plans for the homeless and those for family distress, urged the expansion of existing agencies to meet the situation, held conferences with those agencies frequently, sought a logical division of work among them, tried to get information about real need quietly from those most likely to know, secured additional funds in unadvertised ways that would not increase unnecessary applications for help, and greatly enlarged their regular staff of field workers.

It must be acknowledged that this plan of campaign is not picturesque. It did not make the interesting "copy" that many magazines found in the relief measures of 1893. But sixteen of the larger societies exchanged confidential letters every week or two during the winter of 1907-08, in which were given their daily experiences and proposed next steps. These letters have been preserved in the files of the Charity Organization Department and they give convincing proof that, as compared with 1893—for such achievements are only relatively good ever—the relief work of 1907 was adequately and kindly handled. In the earlier emergency, the psychology of the unemployed workman, of the panic public and of the coöperating social agency had not been so much as thought of; whereas the social conception behind the plan of the later period is fairly well represented by the diagram here reproduced from the 1908 report of the Philadelphia society.†

\* See also "East Side Relief Work," by Mrs. Josephine Shaw Lowell in *Charities Review* for May, 1894.

† Ext.a copies of this Diagram can be supplied by the Charity Organization Department.



The diagram probably over-emphasizes the psychological side—the fear side—of the situation. The societies faced then and face now a situation in which lack of confidence is an important but by no means the only factor. If our present difficulties were wholly fiscal or wholly mental, they could be more easily solved.

But those who brought over from their earlier experience a lively sense of what might happen soon in any American city felt, in 1907, as if they were in a crowded auditorium in which someone had cried, "Fire!" Neither fire prevention nor fire extinguishing was their peculiar task—theirs was the business of getting the crowd out promptly, quietly, and without a disastrous crush at any one exit. For the moment, therefore, the *mind of the crowd* and of the men too who controlled the exits was the important thing. What, in that year, were the exits which presence of mind could keep open and in use, or which lack of generalship could close?

First *Emigration*, which is now rendered useless. But during the year 1908 the increase in departures provided escape for hundreds of thousands through this one door. *Migration* within our country's boundaries in the right direction is another way of escape, and a better one now than then, for agriculture prospers at present and not all parts of the country are equally hard hit. *Change of Occupation* is another outlet—in that emigration is checked it is not so good now, but in that some industries are actually working overtime, it is better. *Part-time work* is the device of the employer who wishes to keep his working organization together in the hope that times will soon be better. This door is easily closed by large public relief works or other centralized relief schemes. *Savings* will carry many through the period of depression, unless "made work" tempts the man with savings to shoulder aside the man without. *Credit* is a resource not confined to those who have collateral by any means, for credit and *Neighborly Help* saw many foreign colonies in this country well through the panic of 1907 without the interference of centralized charity. And so on through the list of exits, of which *Charitable Relief* is necessarily the very least and the least dependable.

The lesson of the diagram, if it still has a lesson for us six years later, is that congestion of applications at any one point chokes off effective succor, and that concentration of relief effort upon any one or two schemes tends to promote this congestion by discouraging those who should be keeping *every possible avenue of escape wide open*.

This is not mere theory. It was worked out painfully step by step by social workers who had had to see the demoralization and suffering caused by the other method, and had later carried through, with far less demoralization and far less suffering, their own anti-congestion program.

The winter of 1914-15 is not the winter of 1907-08. Our social agencies are stronger now and our social ideals are more clearly defined. In a number of American cities, be it remembered also, municipal government has been materially strengthened during the last six years, and it may be both right and wise that a larger share of responsibility for

getting the crowd out safely should be carried, in these places, by public authorities. Let us inquire in detail what this share might include.

### III. PUBLIC EFFORT

City councilmen or aldermen are already bringing forward proposals of various kinds. In so far as these center around the idea of a lump sum appropriation for relief or the launching of "made work" as a relief measure, they attract outsiders (migration in the wrong direction), hold out a delusive promise to those who could do better by taking other work (change of occupation), discourage private employers (part time work), and cause great congestion of applications for work tickets. They do all this and in addition there is the danger of bad politics. In the old 1893 experience, Buffalo began by giving relief in work to all who applied. Out of 3450 of the earlier applicants 2006 did not live at the address given. Boston was so overwhelmed by applications in the same year that men got a three days' turn at street cleaning about once in five weeks.

Not all of these plans were public, but whether under public or private auspices, the attempt to deal by some one large, well-advised measure with the whole problem is always a mistake. There are certain definite things that a well-governed municipality can and should do in hard times to protect its citizens, and these things will make the work of existing agencies, public and private, far more effective. These practicable undertakings are (1) providing real work at real wages, (2) providing a central registration of employment, and (3) providing adequate care under right conditions for the homeless.

1. **REAL WORK.** Some of the cities that are proposing to make relief appropriations to be distributed through the private charities or the politicians are actually refusing to vote necessary appropriations for needed city work already begun. Chicago's proposed plans will furnish a refreshing contrast, if they are carried out. There public work already undertaken will be pushed, it is announced, with vigor. A tunnel, a new pier, a warehouse plant, street paving, laying of water mains and sewers are reported to be under way, and other work now only projected will be undertaken earlier than originally planned. Three schoolhouses that were to have been built in the spring, for instance, will be built now. A systematic study of all public works for which funds are or soon will be available was made in this particular city with the foregoing encouraging plans as a result.

This is real work and the conditions under which it is to be undertaken, let us hope, are to be good commercial conditions. As W. M. Leiserson, of the Wisconsin Employment Department, has pointed out to the Chicago people, workers must not be chosen because they or their families are in need, but because they can do the work well; though, at a time like this, preference may well be given to residents of the city and to heads of families. The good done by real work at real wages

under conditions guaranteeing efficiency will not be confined to the men employed or to their families—it will benefit all whom they, in turn, will employ, and so on in a widening circle of usefulness.

2. **EMPLOYMENT BUREAUS.** The state employment bureau of the past has not been a very successful social institution, but here is an opportunity, while public attention is sure to be attracted to the subject, to study the most successful models, if there are any beside the one in Wisconsin, and to urge that the charity organization idea of central registration be made a feature of whatever employment bureau schemes are put into operation.

3. **CARE OF THE HOMELESS.** The group of secretaries which met in New York agreed that separate provision for the homeless, with a work test, administered under strict but kind control, preferably public, was absolutely essential to the effective handling in any community of emergency distress.\* Until citizens could be assured that such provision had been made and that it was adequate, it would be impossible to concentrate their efforts upon the main problem of family care. Local conditions may make public provision for the homeless impossible or unwise for the present in some places, but the conviction is growing that this is a public function. Under legislation giving the needed powers, it should be possible so to supervise the work of the homeless as to pay for the food and lodgings furnished. The suggestion has also been made that the less able-bodied non-residents could be employed at indoor work in public institutions.

Wherever we are able to interest city officials in this larger, more constructive, and three-fold program of social assistance, wherever we are able thus to divert them from the doling out of emergency funds or of orders for artificial and made work under degrading conditions, we shall be making all private effort easier and more effective. Another means to this end will be the enlargement of public outdoor relief resources in the few places in which such relief has progressed beyond the planless, small dole stage.

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\* In a letter to an alderman's committee appointed to study the situation, Mr. Lies, of the United Charities writes upon this point, after his return from the New York conference, as follows: "Adequate preparation should be made to take care of such homeless men as may properly claim Chicago as their residence. This may mean planning to enlarge the Municipal Lodging House facilities both as to sleeping quarters and food. It also means proper equipment of men with training in social work to deal fittingly with each applicant according to his peculiar needs, physical, mental, moral and economic.

"By all means a work test should be applied. This can be in the form of labor on the streets or odd jobs in public institutions so many hours a day for so many days' accommodation at the Municipal Lodging House. Such adequate facilities to care for this class means suppression of beggary all over the city, prevention of clogging of the machinery of private agencies who have all they can do to look after resident poor families, and prevention of depredations of all kinds by men grown desperate on account of their condition."

#### IV. PRIVATE EFFORT

Money misspent in any direction at a time like this brings disillusion to givers and to tax-payers alike, and so makes it harder to raise money later for plans that could be made effective. Now is the time, therefore, to seek for clearer understandings and better divisions of work among all the agencies in any one community which are likely to encounter and deal with distress this winter. Conferences held for this purpose will discourage gallery plays and so arrive at more lasting results if they (or the earlier ones, at least) are privately held by those who are doing the work instead of those who are just talking about it. If all of the responsible agencies can agree upon a plan of action, and can agree upon the kind of advice that they wish to give out to the public at this time, the battle will have been more than half won.

If they are well advised, their plan will discourage a new centralized relief committee and its attendant publicity, but they themselves must be strong enough or must be made strong enough to carry the unbefriended remnant, which is always large in hard times even after every natural means of escape has been utilized to the utmost. New relief machinery devised by the well-meaning but inexperienced can become a great hindrance to the effective relief of an emergency, and the policy of 1907, which discouraged such machinery, was justified by its results.

If, however, a number of existing agencies are merely to expand their work and so to try to cover the field, registration of their clients is the only possible way in which to avoid a confusion and duplication which is only a degree less bad than the results of centralization and congestion. This is the time to win new recruits for the confidential exchange idea.

The fact must be faced that a good many earnest reformers will not agree with the quiet, anti-congestion plan herein developed. Among the private social agencies of a large city there are always likely to be some (though these are not usually burdened with the responsibility of getting the crowd out alive) that will feel that a time of industrial crisis is the time of all others to impress upon the public the great evils of the present social order. They will wish to make a demonstration in force, to organize processions of the unemployed, and to force upon the government some scheme—none too well considered, probably, and liable to make the bad situation worse. There are times when even peace proposals can be inopportune, and now is a time when relief measures intended to demonstrate the wrongs of the poor would be the same. Organized common sense and not agitation is the need of the moment. One organizer of a local battalion of unemployed in 1908 marched them into Trinity Church in Boston. Later thirty of them were brought in procession to the Charity Building. Only seventeen stayed long enough to give their names and addresses, however, and only one of these had a family. Many of the seventeen were young boys living with older brothers and with fathers who were working. A few had left work in smaller towns to join the battalion. Some gave



wrong addresses, all refused meal tickets and lodgings in exchange for work and the one man appearing to need aid got it; this was the man with a family.

In this same city, in the same year, a minister advocated from his pulpit the establishing of a bread line. The aid of the Governor and of the executive committee of the State Conference of Charities was invoked to acquaint him with the real situation. After attending the committee's meeting at the suggestion of the Governor, he recanted and became a staunch advocate of the better way. During the rest of the panic period, one of the Associated Charities workers went once a week, in this minister's office hour, to advise about details of personal service for applicants coming under his care.

Relations not only with the churches and with the advocates of special schemes but with the whole group of social agencies and social workers, especially with the large groups in the larger cities, call for real statesmanship on the part of any charity organization society in an emergency winter. The society is often the largest family agency in the city; it is known to have a responsibility for finding relief for the families under its care and to be an agency to which any unbefriended family with no other and more natural resources has a right to turn. Its mere existence and the pressure of the winter combine to encourage, in those agencies and individuals who have already been helping, a quite unconscious unloading of burdens upon its broad shoulders. "Why that," they are wont to exclaim in all innocence, "is what the charity organization society is for!" In the panic of 1907 there were actually some thrifty social agencies that gave less relief and did less work than in the years of normally good times preceding. Should such a spirit of letting go be allowed to develop in any one of our cities, there would be a bad jam at the doors of the largest family agency, with resulting failure in coöperation, in constructive treatment and in effective aid. To a considerable extent the remedy is in the hands of the local charity organization leaders. What they say to their colleagues in the private conferences of social workers that are held, what they say to the public through the newspapers, what they say to prospective contributors in their appeals, what they say to the churches in their addresses to congregations and their letters to the clergy, what they say to public officials and to their own volunteers about the fair distribution of the burden and its individual handling will have a great deal to do with the quality of the coöperation developed through these trying months. The society itself must not shirk. It must be evident that it intends to enlarge its resources, to enlarge its staff, to redouble its efforts and strain every nerve to meet the situation. But it should be equally evident to the society and should be made so to others that it cannot do all this alone, that it does not wish to, that it has not opposed other forms of centralized effort for any such self-seeking reason. There is one way of talking and writing about a charity organization society and about the way to coöperate with it that is just the old kodak message of "you press the button and we do the rest" revised. This

means "dumping" inevitably. And there is another way which keeps forcibly before the one addressed that he too has a part to play, a responsibility to discharge. This latter means increased coöperation.

#### V. RIGHT AND WRONG PUBLICITY

It is easy enough to dogmatize, but extremely difficult for one who is on the firing line and responsible for seeing a society with an empty treasury safely through a winter of increased demands to take the courageous and right line of action. A newspaper comes forward and offers to lift the load of raising the budget off his shoulders. A large sum is named as needed. Before he realizes what is happening the amount of the sum and the name of the society—featured, as they probably will be, in the newspaper headlines—become indissolubly associated in the minds of social workers who are confronted with distress, in the minds too of judges on the bench, of clergymen with pensioners, and of prospective givers. This happens whether the sum asked for in the paper is actually obtained or not, and usually it is not. One agency (not a C. O. S.) appealed through the newspapers for \$48,000 and got \$130. Its friends and supporters knew of the appeal but not of its result. What must the effect have been?

Even more disastrous is the spiritual effect upon the struggling poor who are prompted to apply because the idea has been suggested to them by the nature and form of the newspaper presentation of our case. Mrs. Josephine Shaw Lowell described this reaction graphically in writing of the exploitation of the poor by the newspapers themselves during 1893. The passage reads as follows:

The first and greatest mistake of all was made by the newspapers. Whether, in any degree, a desire to help those in distress was blended with the advertising indulged in at their expense, it is impossible to say; but, however that may be, there can be no doubt that immense harm was done by the sensational articles and by the various "Funds." The anxiety and distress of mind of those who were out of work were increased by the lurid articles written about them; while the prevalent tone of the newspapers that the only natural and proper thing, if one were in distress, was to get "relief" from some source, could not fail to cause a general weakening of the moral fibre of our people.

There were few among the wage-earners of New York last winter who were not poor enough to make a gift welcome; and when, day after day, for weeks and months, the offers of food and clothing were reiterated, and it was made to appear that public opinion was in favor of "getting something for nothing," it is not to be wondered at that the temptation was not always resisted, or that decent people took their children to the *Herald* office to be fitted out with clothing from head to foot. The socialistic teaching that such gifts were not a favor received, but only a small part of what was due from the rich to the poor, was fostered by the tone of the newspapers. Moreover, the publicity forced on those who received these newspaper gifts, the standing in line, the struggling in the street and at the doors, the publishing of names and descriptions,—all this was a further degradation, a moral stripping naked of the suffering and the poor, which was cruel in the extreme; and yet there was scarcely a voice raised in protest in the whole city while it went on. The fear of "antagonizing" the "Great Dailies" prevented those who ought to have warned the people from speaking.\*

\* Journal of the American Social Science Association, Vol. XXXII, p. 20.

Not only in its influence upon the social workers, upon the supporters of the society, and upon the society's clients is the effect of lump-sum advertising unfortunate—or of any advertising, in fact, which leads to congestion; it is unfortunate also in its effect upon ourselves, tending to demoralize the treatment of our own proper charges by creating an unnecessary, an artificially stimulated pressure of applications. Case workers of experience, the country over, know what this means, and have felt the keen humiliation of having to disappoint expectations that should never have been raised.

The secretaries at the New York conference were at one on almost every other subject, but upon this there was honest disagreement. It seemed to some present that newspaper appeals for funds which avoided the lump-sum reference, which were well put and of educational value, were more than worth while, and that they gave the society a more democratic, a broader basis of support. If, as they believed, this was true in ordinary times, why should it not be true and even more true now, when something strong and telling is needed to offset the preoccupation of the public with war news. As to the bad effects referred to, the only competent witnesses to most of them are our case workers. They would know best the influence of different kinds of publicity upon the groups already named—the response of social workers, clergymen, etc., in diminished or increased coöperation; the more or the less self-helpful attitude of the poor; and the stimulation or depression of their own case-work standards. In the absence of such witness, and in the absence too of up-to-date figures, showing the cash results of newspaper appeals, we have to acknowledge that the evidence is not all in and that the question cannot be settled until it is.

All were agreed, however, that the educational side of our newspaper statements must be well under control, that they must not be left to "cub" reporters, that every probable effect of a statement must be measured before it is made, and that educational publicity, whether with or without the appeal for funds, is a thing to develop at this time, when our message should be driven home, and should be followed up intensively with a special message not only to each group of prospective constituents, but to each constituent individually, if possible.

One of the older societies has just engaged a man of large calibre not to raise money but to do educational publicity work. The intensive cultivation of givers by placing before them every opportunity to grasp the fuller meaning of the society's activities was especially commended, and the little weekly *Bulletin* of the New York C. O. S. was cited as a successful example of one of the ways in which this could be done.

## VI. RAISING MONEY

The charity organization society that does not enlarge its resources and render greater service than usual in emergency times is disgraced. American communities must give their local societies far more money than usual this winter.

What methods of money raising have been effective in former emergencies? What new methods are free from the objection that they create more distress than they relieve?

New methods first. Societies making appeals to special lists, such as automobile owners, club members, directors of corporations, business firms above a certain rating, etc., are always in danger of assuming that they have exhausted all the workable classifications. New lists or new occasions for using old ones are always a possibility, however. In one large city the war had led to the abandonment of the season of opera, though \$200,000 had been subscribed. At once, the local society appealed by letter to each opera subscriber for an investment in service and relief instead, with very satisfactory results. This same city plans a triple attack upon possible givers (among others upon every officer of a corporation and every banker not only in the city but in the state, exclusive of those in places having a charity organization society), beginning with a large folder postal which describes conditions, but does not mention the society, following this by another which describes the city's resources for dealing with these conditions and then, later, attacking directly their pocketbooks by letter. Another city proposes to do intensive work with former contributors and special case contributors by emphasizing with them what it is doing before asking again for money. It believes that this is a time for getting those who are already somewhat interested far more interested. Chicago has circulated widely, especially through the women's clubs and through club and denominational organs, a war tax envelope which is described in the *Survey* for October 10th. When any new plan for raising money is proposed, its money pulling power cannot be considered apart from its probable effect upon the success of other plans already launched. With this caution and the further one that each plan must be considered with reference not only to immediate but to ultimate effects, it is quite true that the more new plans we try at once the better.

The most effective single way to secure additional resources at a time like this is to convince the intelligent givers of the community that we have studied the situation, and that we intend to do our own full share in meeting it wisely, kindly, and thoroughly. With a specific program, briefly expressed, and without a word of clap-trap in it, it should be possible for individual directors of the society to make a very effective "still hunt" for large sums. In 1907, subscription papers taken to individual donors, who were capable of understanding the ineffectiveness of widely advertised schemes of centralized help, brought large contributions to organized charity, and they should bring them now. Support from a few large givers is no basis for the daily work of a charity organization society, it is true, and the society which fails to seek a large number of voluntary contributions in small sums is failing to organize its community, but, at a time like this, there is real danger that wrong publicity may help to disorganize it.

## VII. OUR OWN WORK

1. **DISCOVERING REAL NEED.** To discourage advertised centralization, however, is to double our responsibility for discovering and giving the best possible service to unbefriended cases of real need. The responsibility can be met by carefully planned approaches to and clear understandings with school principals, clergymen, neighborhood workers, workmen, and patrolmen. In 1893 one society in a small city asked each manufacturer to name a workman whom the shop trusted. These were invited to a meeting and the plan worked out of placing a notice in each factory to the effect that cases of need were to be reported to the workman named. The name of the society did not appear on the notice, but these shop representatives were organized into one of its auxiliary committees. In 1907 one of the large societies sent a member of its staff personally to interview every trade union secretary in the trades most affected by the panic. The society's plans were explained, and the offer made to take up in the least public and most effective way possible any cases of need thus reported to the society's central office.

2. **USE OF VOLUNTEERS.** Reference has been made to the use of volunteers in gathering data about industrial conditions. This task can be done by the volunteer of one type only, but there is work this year for all types save for the tactless and the wholly self-centered. Public appeals for volunteers may be unwise, as tending to overburden busy offices with an inundation of irresponsibles. A good many new and earnest workers should be secured, however, for all save the hopelessly frivolous are now thinking hard about the meaning of human solidarity, and the charity organization movement could not do a better thing than to vindicate the right of the American man and woman to volunteer into social service; into a service, that is, of hardship and difficulty. But we must prepare to give leadership before we have a right to ask for volunteers. We must see to it that the work we give them is "real work," and that it brings the "real wages" of constructive results.

Among the volunteer services additional to friendly visiting that were successfully rendered in 1907 were the following: Volunteers of skilled experience held first interviews, conferred with relatives and coöperating agencies, composed special case appeal letters, and found permanent work for heads of families. One volunteer placed thirty-five men by his unaided efforts. Volunteers with less experience followed up emergency cases after the first interview; looked up records in schools, hospitals, courts, boards of health, etc.; saw landlords, employers, references in the country; took patients to clinics and made other arrangements for medical care; fitted children with shoes; delivered pensions; and did office filing and other kinds of clerical work. The volunteers already connected with our societies will surely respond in the present emergency if the appeal is made to them, and the more they share in the burden this winter the more loyally will they serve thereafter.

3. **WORK TESTS.** These have a very limited usefulness at any time but, if kept in their right place as a *test* merely and not as substitutes for treatment, they will be found serviceable in the winter rush of able-bodied men or women, especially those of whose true circumstances it is peculiarly difficult to get any picture because they do not speak English and have little or no understanding of American ideals of self-help and of service.

A variety of small tests will serve better than one industrial plant. If a wood cutting firm will check its steam saw, utilize the services of selected men instead, and report accurately on the promptness and industry of each man, the arrangement has the advantage of displacing no independent labor. In so far as classification is possible, keep the homeless and the resident, the casual laborer and the steady worker without a job far apart. One plan which has worked well is to induce charitable or other institutions to give indoor day's work, which would not otherwise be paid for—scrubbing, window cleaning, dish washing, laundry work, etc.,—to selected men and women, the society paying for the work after receipt of a careful report. This service avoids congestion, especially if arranged for within district boundaries, where no worker need travel unreasonably far.

Work-tests are not work-relief, be it repeated. The true work-test is characterized by study of work-habits, and its use for each client should cease promptly as soon as his work-habits have been revealed.

4. **AN IRREDUCIBLE MINIMUM.** It is useless to deny that the best and most constructive work of our societies will suffer at a time like this. Our special activities must suffer, in some cases must be curtailed. Strive as we may to keep all of our community's exits open, many will have to find a way out through our service alone, and we owe it to ourselves as well as to our clients to keep faithfully, scrupulously and at whatever cost to ourselves the promise of our own open door.

What is the irreducible minimum of service that must be ours? We must all agree that here too, inside our own boundaries, the thing to do is still to avoid congestion of effort by giving individualized care. First of all we must visit every applicant with absolute promptness, within twenty-four hours at the latest. Any slower service in emergency times means fundamental failure, and the nerves of the charitable will be steadied moreover, by the assurance that prompt service is being given. To accomplish even so rudimentary a thing as this, however, it will be necessary to engage new workers, and the chief executive should be given by his board power to act, power to engage promptly, that is, as many new workers as will make the fulfilment of this minimum requirement possible. The careful selection of these workers is most important, and it is worth noting that there will be more good material to choose from than usual.

Second only to promptness comes adaptability. Not just the grocery order or the coal order, necessary as these may be, will see our clients through. Our relief (to paraphrase a statement made

in 1908) should make a loan to one without any work-test whatever, should try another's capabilities by some temporary test, should give another the hardest work that can possibly be unearthed for him, should stave off the landlord's eviction notice for a fourth, place the fifth in a hospital, send the sixth and his whole family to the country, provide cash for the exceptionally provident buyer who is the seventh, relieve the improvident eighth sparingly with supplies plus conditions, and, instead of doing work twice over, turn the ninth over to the social agency or the church which is already caring for him.

Objection will be made that the money spent in making such adaptations, wise though they be, should really be spent for material relief instead. The adaptations themselves have a cash value, it could be urged; but, this consideration aside, the only logical thing to do, if all adaptations are to be superseded, is to hang our relief on a lamp-post and invite the public to help itself. Anyone who cares to can take a pencil and figure out the result in congestion, in unrelieved misery, in permanent demoralization. But relief without knowledge, without adaptation, without individualized care brings no better results in a charity organization society's office than the lamp-post plan would bring; it is just as cruel and far more pharisaical.

The wind that blows from the battlefields of Europe is a winnowing wind. Social agencies of many kinds are having to ask themselves what shifting of emphasis there must be; what must stay and what, perforce, must go. As has been said already, our special activities may have to suffer, so will many of the finer tasks with families for which time and a lavish use of personal influence are needed; but if, during the coming winter, we concentrate upon the individualized care of our own proper charges, if we meet the increased demand bravely and deal with it as thoroughly as possible, we shall come out of the present time of stress stronger individually as societies, and stronger collectively as a movement, than we went in. Only so can we earn the right to return effectively to the constructive community and family measures of normal times.

#### VIII. SUMMARY

To review some of the foregoing suggestions:

1. Common sense plus organization can do much even in an emergency winter. Do not allow disorganizing schemes, however high-sounding, to get a foothold.
2. Use available data about conditions to dislodge such misfit plans; use such data also to stimulate generous and right action.
3. Modify the diagram on page 126 to picture present local conditions, and ask about each proposed measure, Which doors will it close, which will it keep open?
4. Encourage public employment on needed improvements at real wages and under good conditions. Study those improvements for which public money is now, or can soon be made, available.

5. Make it clear everywhere that this public work is for residents and for heads of families, but only for the efficient who can do it well.

6. Discourage "made work" for residents, whether under public or private auspices. Relief with full knowledge does less harm and helps more people.

7. Work tests, as distinguished from work relief, will be serviceable within clearly defined limits.

8. Distinguish sharply between a local program for the relief of resident families and one for the relief of the homeless. The municipality may well take entire charge of the latter, and until reasonably adequate care, with a work test, has been provided for them, the important work of family care cannot be pushed forward successfully.

9. If public employment bureaus are practicable, they should include central registration of employment.

10. Conferences of the established social agencies should lead to intelligent division of tasks, discouragement of temporary agencies to deal with the emergency, a joint program, and, if necessary, a joint public statement.

11. Develop central registration of cases in a confidential exchange as the natural and necessary corollary of the foregoing.

12. Discourage the tendency of social workers, churches, professional men, and others, to "dump" upon the largest family agency their own proper charges. The burden must be distributed if it is to be borne. This distribution can be aided by the way in which charity organization work is described in public and in private, and by the daily contacts of its case workers.

13. Enlarge the society's activities courageously, encourage other established agencies to enlarge theirs, take steps to discover real need quietly, and redouble the usual efforts to secure increased support by means which will not increase the number of artificially stimulated applications for aid.

14. Push every kind of educational publicity which does not stimulate applications or lead to an unloading of burdens by others.

15. Utilize volunteer service to the limit within which it is possible to give it intelligent leadership.

16. Visit every applicant within twenty-four hours and enlarge the staff of workers rapidly enough to make this possible.

17. Hold high the standard of adaptable, individualized care of families, and the community will have a stronger charity organization society than ever a year from this time.



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