CHARITY ORGANIZATION BULLETIN

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CHARITY ORGANIZATION IN WAR TIME

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NOTE.—SPECIAL ATTENTION IS CALLED TO THE ENCLOSED SLIP, WHICH SHOULD BE SIGNED AND RETURNED TO THE DEPARTMENT, IF THE *BULLETIN* IS STILL TO BE FORWARDED TO YOU.

EIGHT MONTHS AFTER

ABOUT the time that war was declared last April, the editor of this BULLETIN received one of those voluminous questionnaires in which is demanded, item by item, an estimate of one's capabilities as a driver of motor trucks, a waitress in camp restaurants, a tiller of the soil, a knitter of socks, and so on through not less than a hundred or so of separate occupations. She found it humiliating to have to think "zero" as she read each useful activity on the list. An editorial had just gone to the printer urging that common sense be brought to bear upon the charitable problems of our communities in war time, that no government could improvise case work service, though such service would be needed more than ever. If any other social worker has suffered embarrassment from a similar questionnaire, the remedy is at hand in the results of another and quite different one. These we give in this number under the title of War Service. They show that there has been plenty for charity organization workers to do, work which they were peculiarly fitted to do. Here, as in the matter of relief, which is also discussed in this number, they have been wise when they have refrained from centralizing effort within their own agency, have developed their ability to train others, and have been generous in lending staff workers and volunteers to train others.

The prompt way in which those identified with charity organization societies came forward last spring and organized training classes has been a factor in the development, for example, of Red Cross Home Service. "A considerable number of our volunteers," writes one large society, "are giving more time than usual to our work, to release staff members needed in other service." A smaller society reports that its Home Service training class has given it a wonderful chance to spread the gospel of social case work. One member of the class had no idea there was so much to learn about social work; another "trembled to think" of the mistakes from which the course had saved her. In a town in which there is no C. O. S., the Home Service Section writes to know why the work that they are doing for soldiers' families is not needed in other families too.

The figures given on another page show, in so far as figures can, the Red Cross and other war service that is being given by that half of all the charity organization societies which replied to our inquiries. But the figures cannot show what war service is doing for the societies. A month after England declared war in 1914, *Punch* printed a cartoon with this legend:

LADY OF THE HOUSE: "Just the person I wanted to see. I've started ten committees in connection with the war and I want your help."

VISITOR: "My dear! I've just started twelve and I simply *counted* on you!"

Compare this with the following tribute from the London *Charity Organization Review* for October in which a group of recent American Red Cross pamphlets on the subject of Home Service are reviewed:

It is evident that America as a looker-on has been studying the game. She has had the great advantage of having been able to choose her moment for joining in, and

one compares the thoroughgoing preparations for the administration of civilian relief with the sketchy organization of the Soldiers' and Sailors' Families Association in 1914, which was all there was to cope with unprecedented needs in our own country. Had it not been for the wide and deep progress in public opinion which the principles and aims of the C. O. S. had made—and they underlie much work for which they will never get the credit—there might have been overwhelming catastrophe. So in America the ready equipment of all its resources to meet the sudden demand has been made possible by the intellect and enthusiasm which for many years have been given to social study.

Those of us who prefer order to chaos cannot be too grateful to the Red Cross for what it has saved us from in the matter of improvised programs and hen-headed committees. We may well do all we can, in return, by encouraging attendance upon Home Service Institutes, by helping in the organization of Chapter Courses, and by accepting membership upon chapter committees, when appointed. What may seem like self-abnegation now will be wise statesmanship for the future. On the other hand, we believe that the societies should discourage the tendency shown by a few Home Service Sections to hand their work over bodily to the local social agencies, usually to the C. O. S. There is going to be a healthy reaction against any such tendency to "farm out" the task, but our societies should not wait for the reaction before doing their best to encourage the organization of Sections doing real case work, carrying the responsibility for soldiers' and sailors' families, and working coöperatively with the social agencies.

MONEY RAISING

In cities which have not already felt that other reaction, sure to come from sinking the identity of local social work in a joint money raising campaign with the Red Cross, we believe that the reaction will come in decreased interest in the real work of the agencies and in some justifiable indignation that more direct methods were not used by them. Whatever apathy they now encounter will increase, we believe, unless a strong personal campaign is made at once on the true merits of the case. Canada went through this same difficult period. The social agencies there have survived because the people who believed in them got out and worked for the things in which they believed. There was never a better application of the work test, and the American cities which have dodged it by joint campaigns in combination with the Red Cross have not been living up to C. O. S. principles. Direct public interest in the work of established social agencies must be maintained. If that interest is diminishing, it may easily be that the war is not the only cause, but, in any case, increased and not decreased activity is the only remedy.

The following statement was made by the Director-General of Civilian Relief, Mr. Persons, at Pittsburgh in June:

The Red Cross knows perfectly well that the existing social agencies must be maintained in full efficiency and their resources augmented, both now and after the war. No matter what the Red Cross may do your own problems will be greater than they have been as the war goes on, and when it is over, the broken families and devitalized men unable to pursue their usual occupation will greatly increase your problems. The present emergency must be made the opportunity for the building up of a clientele for

the existing agencies much broader than has existed. Many in each community are going to come to be conscious of a social responsibility they have not recognized before. The number of givers should increase, especially of small givers. It is our earnest hope that existing agencies doing useful work shall have increased membership and larger resources and become much more useful to their communities.

It would be unwise, we believe, to publish the figures given in this number, which show how heavy a share of war service, especially in the field of Home Service, the charity organization societies have been carrying since Mr. Persons' statement was made; it would be unwise to use the facts in letters of appeal. But we see no reason why they could not some of them be used in personal interviews with responsible persons whom a director of one of the societies is trying to interest, with the statement added that the facts are not for publication. Such personal interviews will be needed, for it is very unlikely that the usual circular letters will bring returns adequate to the present situation.

The discussion of relief-giving, under the caption of The Mine Fields, in this number also has a bearing upon charity organization finance in war time. The relief question is, of course, not one which is confined to war times, but it is intensified now.

NEW TOOLS FOR FIELD WORKERS AND EXECUTIVES

We would call attention to the report on Financial Federations recently issued by the American Association for Organizing Charity, which is advertised on another page.

May we also announce the first fruits of a plan long under consideration in the Department; namely, the preparation and editing of a Social Work Series of cheap but attractive books, selling for about 75 cents each, and each giving, in clear and simple language, the best thought of a specialist upon some phase of social case work treatment.

The first volume of the series, by J. Byron Deacon, will appear January 1st. (See advertisement on another page.) It gathers up and presents in brief compass the principles and methods devised by social case workers under the leadership of the American Red Cross in dealing with relief in disasters during the last thirteen years. It is not a history but a practical handbook; and one of the best things about it is that the principles of relief-giving and of family rebuilding are there "writ large," illustrated cartoon fashion, so to speak, against backgrounds of flood and fire, mine disaster, tornado and shipwreck. He who runs may read, and many who are not case workers will get their first realizing sense of what case work means from its pages. From this point of view, the book is going to be a good one for beginners, besides being an indispensable thing for all workers in disaster relief.

Another book of the series, now in preparation, will treat of the practical, non-technical side of housekeeping, diet, and food preparation, as thought out by a case worker for case workers.

Still another volume will be a guide to the volunteer who has a desire to do social work for individual human beings, and seeks leader-

ship and training in the task. About a dozen volumes in all are planned for; it is still too early to make any announcement about the others.

DO YOU WANT THE BULLETIN?

Some of the discussions in this number of the BULLETIN give point to our annual reminder that it is a confidential and unpublished document. If you still wish to receive it and will still agree to see that it is not lent, is not put in a library, or on a reception table, and that it is not left in any public place, or publicly quoted, sign the card enclosed or see that your executive signs it. Not only as a protection against publicity (which in the case histories often printed would be especially unfortunate) but as a means of war economy, the little magazine will not be sent hereafter to those who fail to give this evidence that they read it.

WAR SERVICE

AT the beginning of November, a letter was addressed to each charity organization society in the United States by the Charity Organization Department, asking for a list of staff workers, members of their central boards, and other volunteers who had become engaged in specific forms of war service since this country's preparations for war began. "Do not count," the letter suggested, "such extra services as nearly everyone is now rendering, but service that could be described as 'full time,' 'half time,' 'one-third time,' or not less than 'quarter time' for a considerable period, whether continuing now or not."

Replies were received from 151 of the societies—just about half of all listed, but considerably more than half if size and activity were taken into account. These societies reported 912 staff members, directors and other active volunteers, engaged in war service since preparations for war began, and so engaged to the extent of at least one-quarter of their time. Of these, 231 were staff members, of whom 77 had been withdrawn for *full time* service; 347 were central board directors, of whom 82 had been withdrawn for full time service; and 334 were other active volunteers, of whom 112 had been withdrawn for full time service. Thus of 912 in all, 271 gave full time service and 641 gave service varying from quarter time to something less than full time.

As regards the nature of the service, 86 had enlisted in the army, 5 in the navy, and 11 had become war nurses, making 102 in all who had joined some branch of the service.

Of the 204 engaged in civilian occupations (aside from Red Cross work) that could be described as war service, 59 were active members of state councils of defense and committees of public safety, 34 were engaged in food conservation, 24 were or had been members of ex-

emption boards, 30 were in recreational and other camp work, and 57 were engaged in the following war activities*:

Chairman of the Exports Administrative Board, and representative of the United States at the Inter-Allied Conference in Paris.
Member of the United States Shipping Board.
Members (two) of the United States Munitions Board.
Director of the Four-Minute Men's Speakers' Bureau at Washington.
Active in organizing work for war cripples.
Employed by or giving service to the government in Washington
  In the Intelligence Office of the War Department.
  In the War Bureau of Information.
  In the Ordnance Department.
  In the Bureau of Distribution of Supplies.
Giving service on some national, state or local commission or committee
  The Committee on Training Camp Activities.
  A local War Service Commission, as President.
  A Committee on Control of Fuel, as Chairman.
  A Base Hospital Committee.
Other forms of service in connection with
  Civilian aid to the army.
  Equipment of the Mt. Sinai Unit.
  War libraries.
  The protection of girls.
  The National League of Woman's Service.
  The National Security League.
  The Woman's Defense League.
  The Army and Navy League.
  The Brooklyn Navy Yard.
  The Commission on Armenian and Syrian Relief.
  A State Federation of Women's Clubs.
  A girls' patriotic league near a camp, and mothers' meetings in communities surrounding camps.
  Organization of the dental forces of nation for war service.

But out of a total of 912 persons reported by the 151 societies, 606 were engaged in Red Cross work.

Of these 606, 27 had gone abroad and were rendering the following important services:

Director of the Department of Belgium.
Assistant director of the Department of Belgium.
Chief of the Bureau of Refugees and Relief for France.
Assistant chief of the Bureau of Refugees and Relief for France.
On the Red Cross Commission to Italy.
Manager of the Red Cross warehouses abroad.
Attached to American Friends' Unit in France (three persons).
In the Bureau of Care and Prevention of Tuberculosis in France (three persons).
In Canteen Section of the French Army Division (three persons).
In charge of a Home for Convalescent Officers in France.
Giving instruction in surgical dressings in France.
Other work abroad, evidently for the Red Cross (ten persons).

The largest single contribution of the societies to war service, however, has been in the field of Red Cross Home Service. The 151 societies have contributed 404 workers in all for the upbuilding of this

* In certain of these several were engaged, but usually only one.

new and important form of work, of whom 181 were taken from the paid staff of the societies, 48 of them for full time; 85 were members of the central board, 4 giving full time to the new service; and 138 were other volunteers in the societies, of whom 24 gave full time to Home Service. The 404 have rendered the following kinds of service:

Director General of Civilian Relief	1
Assistant Director and Division Directors of Civilian Relief	15
Directors of Home Service Institutes	9
Supervisors of Field Work of Institutes	9
Field Work Trainers of Institute Members *	26
Leaders of Chapter Courses in Home Service	29
Chairmen of Home Service Sections	46
Executive Secretaries of Home Service Sections	43
Other officials fo Home Service Sections	12
Other members of Home Service Sections	91
Visitors for Home Service Sections	106
Members of Home Service Institutes	17
	404

A comparison of the returns for all forms of war service arranged by the geographical divisions of the country is as follows:

WAR SERVICE BY GEOGRAPHICAL DIVISIONS

All Cities Reporting	*Divisions*	*Staff Workers*	*Directors*	*Other Vols.*	*Total*
32	New England	29	103	77	209
37	Middle Atlantic	61	78	143	278
21	South and Southwestern	43	41	39	123
53	North Central	83	106	68	261
8	Mountain and Pacific	15	19	7	41
151		231	347	334	912

Incidentally, this table shows the strength of volunteer service, furnishing a fairly trustworthy index of its development in the different societies for different parts of the country.

All of the figures here given are subject to the following exceptions and liabilities to error: There was no time to refer each schedule back for explanations, and some who filled them out were over-conscientious, including no war service not intimately connected with C. O. S. work; while, on the other hand, some probably included directors and volunteers, in reporting, whose connection with the society was purely nominal. Some even included a few names of "members." These were stricken out in editing whenever they were so marked. All clerks, stenographers, etc., when so marked, were excluded, but some may still be included because the nature of their work was not indicated.

Our standard has been to include only case workers and executives, directors and other volunteers who had given one quarter time or more *for at least two months*. Accordingly, we struck out all service of a week or two, whether full time or not, such as that given to a

* This does not include C. O. S. workers who have been giving less than quarter time to this work.

Liberty Loan or Red Cross financial campaign. Where certain details of service were lacking on a schedule, however, we may have counted by inadvertence a person who gave no more time really than these others who have been excluded. It should be realized, however, that these figures were gathered a month ago and that another month, nearly, will have passed before they are read. Meanwhile, activity in the organization of war service, especially of Home Service, has been greatly developed and many more recruits have been added.

The contribution of the charity organization movement to war service will continue to increase, in all probability. At the same time it is necessary to remind ourselves that many of the services here counted were rendered freely and gladly by *individuals* as Americans and not as members of charity organization societies. That the societies have, in many instances, made the service more useful than it could have been without their long and painstaking development of social work in times of peace is something to be thankful for, but not a thing to boast of or to turn into publicity material.

Within the family it constitutes an appeal to family loyalty, and a measure also of the added burdens put upon those who are left when 271 people are withdrawn for all of their time and 641 others are giving a good part of their time to other service. Assuredly, the work that does not appear here—the work of holding the home organizations together and keeping them efficient in these months of change and disintegration is all one with war service, equally necessary and equally for the public good. As we wrote in April, it would be difficult to say which have shown the finer spirit of adventure, those who have gone or those who have stayed.

THE MINE FIELDS

THERE has been a growing feeling of late in some of the charity organization societies that, as regards their responsibility for relief-giving, they had left the safe, the open sea behind and had drifted (or had been steered) into a danger zone of sunken mines, some threatening the society's solvency, and others, more destructive, even menacing its honorable standards of service and of efficiency. The merits of the special case system of raising relief funds or of giving from the general fund of the society instead are not here in question. The worst difficulties of relief are deeper seated than this; they are related chiefly to the vexed question of regulation of intake.

A CONFERENCE ON RELIEF

These and other matters were discussed by a number of supervisors of charity organization case work who, following an annual custom, met informally in New York this autumn. All of the ten supervisors present came from districted societies, though not every such society was represented. A whole day was given (1) to informal

consideration of the figures, supplied by those present, that showed the relief load of their various societies, (2) to seeking explanations of a marked increase in the load in most of the cities—this during a year in which fewer families had been under care, and (3) to suggesting possible methods of regulating intake on the relief side for the future.

Detailed examination of the figures showed that the increased cost of living, while accounting for the heavier relief expenditure in a few cities, did not account for all, or even a major part, of the added load in the others. Some of the societies had been honestly mistaken in believing that this was the only reason for increased expenditure; others were able to give the entirely creditable additional reason that they had been brought to realize the inadequacy of the relief given in the past to their own proper charges, and were trying, with the aid of a trained dietitian, to achieve a better standard. But there were reasons for increases, brought out in the frank exchange of experiences, which were different from either of these—reasons which, whether good or bad, needed to be analyzed.

One of the societies represented at the meeting had undertaken to supply milk, if needed, to any tuberculosis case referred by the public health department or by a medical agency. A second society reported the organization in its city within a few years of more than thirty medical-social departments under leadership strongly opposed to the giving of relief by these departments. (Query, did the former attitude of this C. O. S. in accepting cases for "relief only" accelerate unduly the birth-rate of the departments?) One society was taking cases referred to it by the new public bureau for pensioning mothers with children. The bureau had an inadequate appropriation, but the publicity given to its work had created a wide demand, accompanied by increased unwillingness on the part of relatives to assist when they could well afford to do so. Another society, in a city where public appropriations for pensions were more ample, raised the question whether reductions in relief burdens due to the public pensions were not more than offset by increased applications due to the publicity and to the new attitude of relatives. Another society was paying gas bills in a community where local conditions had largely increased the consumption, and where the public department of out-door relief "does not pay gas bills." One C. O. S., upon opening a new district office, had been raided by a group of Scandinavian churches in the neighborhood, all of which "dumped" their needy families upon the society. Still another traced part of its increased burden to a law court which made none but reactionary decisions in desertion and non-support cases.

But, in the opinion of the supervisors, even these explanations failed to give a complete picture of the relief situation. The policy of drift by which a C. O. S. allowed itself to become gradually the general relief pocket of the whole community, and especially of its other social agencies, was due to the pressure of many converging influences. What most interested the supervisors (practical women that they were) was not the distribution of blame but the discovery

of a way out. A large majority of them were agreed that, unless a way out was found, the social case work of the societies would drop below the standard now being adopted by other case work agencies in the same community, and that eventually other agencies would have to be developed to do good, constructive family work. Where, then, was the pressure for relief being applied and by whom, and how could it be resisted? No one wanted to see a charity organization society lose its sense of full responsibility for the relief side of its own case service. But where was the *undue* pressure being exerted, pressure demoralizing, that is, to the society's ideals of effective service?

CAUSES OF UNDUE PRESSURE

Eleven causes of undue pressure were listed as follows, putting the least excusable first:

1. A contributor refers the case and demands that relief be given. (It was agreed that societies which deserved to survive had no difficulty in resisting this form of pressure.)
2. A sensational newspaper attack is threatened unless relief is given.
3. Public opinion—the real culprit behind the two causes just listed—magnifies material relief needs and minimizes all others. (Query, how far did the publicity of the society in its newspaper stories, financial appeals, and so on, aggravate this tendency?)
4. The money for relief happens, in a given case, to be readily available, and the development of a possible substitute for relief would give more trouble.
5. The importunity of a wrong-headed, perhaps a neurasthenic, client. ("This woman troubleth me.")
6. The desire to win the coöperation of a client in plans believed to be for his good by "doing things his way first." (Sometimes this showed good judgment; sometimes it worked very badly and failure might have been foreseen.)
7. The desire to win the coöperation of a certain social agency, to "buy coöperation" in other words. (This seemed to the supervisors a way to kill coöperation, because it was likely to create an expectation that no agency responsible for the results of its acts could fulfil.)
8. The tendency of social agencies, in a community having several general family societies, to prefer, as they come to understand case work better, that particular one of them which does the best case work and makes the best reports. When this tendency extends to their "relief only" cases also, as it often does, the C. O. S. is overwhelmed.
9. The wholesome increase of interest, throughout the community, in health matters; and the tendency of medical agencies, more especially, to emphasize the social side of their work, leading them to ask the family agency to supplement their efforts in case after case. (The supervisors felt that much of this work, though by no means all, belonged properly to medical-social departments, and that the charity

organization societies had been mistaken, in the past, in believing that such departments should not handle relief. If they could not handle relief with safety, how could they possibly handle the even more difficult processes of social case work?)

10. The desire to forestall treatment by an individual or an agency known to be in the habit of giving relief without service, or with the wrong kind of service. (In general, however, it was believed that the habit of thinking that the only way to get a thing well done was to do it yourself was a bad habit; a society which often permitted itself to take this attitude was in danger of killing the very spirit of coöperation which it was supposed to foster.)

11. An inadequate staff of workers—inadequate, that is, in size, in training, or in both. (With the new demand for case workers in other fields, a larger number of new and relatively inexperienced people had to be employed. These spent more money on relief because they were less resourceful in developing good substitutes for it. No worker, moreover, however well trained, could be resourceful who habitually was overworked. The supervisors noted, in this connection, a vicious circle: when boards of directors hesitated to employ an adequate staff, they were likely to give, as one of their reasons, that the society's money was needed for relief, or that there was a deficit owing to increased relief demands.)

RESISTANCE TO PRESSURE

Remedies for these eleven causes of undue pressure are not going to be found with ease, nor can they, when found, all be applied at once. Everyone present at the supervisors' meetings was agreed that a social agency cannot refuse the work which properly belongs to it—cannot even threaten to do so—without moral bankruptcy. This would apply to any horizontal cut or scaling down in the matter of the society's regular allowances to families under care. But all were agreed that the reverse is true also. A social agency cannot, without moral bankruptcy, promote congestion and centralization in relief work by undertaking tasks which properly belong to others. It must not boast of its "services" and then make these an empty thing by crowding service to the wall.*

In other words, a bureaucracy, however efficient, is not the charity organization ideal. Its test of success is not a large number of cases relieved by the society or now under its care, but an increasing number of cases better cared for throughout the community each year; a sense of responsibility for the welfare of all disadvantaged families *more widely shared* year by year. When threatened with lean months to come, one large family agency, as a war measure, actually discharged some of its best case workers in order that it might have more money to spend upon relief. Surely such an act as this is without social vision, but it was only the logical, the inevitable climax of a

* See, in this connection, Dr. Cabot on "The Forgotten Man" in the CHARITY ORGANIZATION BULLETIN for October–November, 1916.

centralizing relief policy steadily and consistently pursued. The community dominated by such a policy would give less for family case work and for relief too, as time went on. Relief more adequate in amount and better planned follows naturally, even though it follows more slowly at first, from the opposite policy of decentralization of relief.

PLANS OF STUDYING THE SITUATION

Accordingly, the supervisors came to the conclusion that the charity organization societies should study carefully, and in detail, the causes of increase in their relief load, noting especially the sources of intake, and seeking a readjusting of the burden wherever it was traceable to undue pressure.

Such a study would have to be a case study, which would consider the relief aspects of all cases, one by one, that had been opened or re-opened after a certain date. Sources of intake in relief cases should be analyzed from two angles; first, with reference to burdens which ought not to have been accepted at all, and second, with reference to better ways that might have been devised for carrying the relief burden or for sharing it, after it had been accepted. A third and very important point to cover in the study would be an inquiry into the relation between the society's methods of raising money, of advertising its work, and so on, and the size of its relief load. What, for example, has been the effect of its publicity upon the attitude of other agencies which refer cases for relief only? What has been the effect upon its contributors? Upon applicants for relief? Upon the general public?

RELIEF CASES FROM OTHER AGENCIES

If such a study, once made, should reveal that other agencies had been developing, for a long time, their own specialized forms of service in the expectation that the C. O. S. would furnish to their beneficiaries the necessary material relief, then it may be that the time has at last arrived to take up with these agencies, one by one, a plan of coöperation which will release the society, if not at once then gradually, from any such impossible obligation. For the plain fact is that the growth of C. O. S. relief work is not in arithmetical but geometrical proportion, as soon as other boards of directors, each with its own power of interesting people in individual needs, begin to shed this responsibility. The supervisors were agreed that the acceptance of cases from other case work agencies for "relief only" should cease. The acceptance of cases from them for relief and service should cease also, where the service is of a kind that they are specially fitted to render.*

* "The idea of centralizing the handling of relief in one agency belongs to the middle of the nineteenth century, and it did not work very well even then. The plans that will be substituted for it gradually, in all probability, are the training of social workers to a high professional standard, and the centralizing of information or of clues to information, in order that there may be the completest friendly exchange of experiences among social agencies." See for this and other related suggestions C. O. BULLETIN for August, 1912, on the "Relation of Output to Intake."

If it should be revealed by the study that new social undertakings had actually been launched in the expectation that the C. O. S. would furnish the relief necessary, a good plan, looking to the limitation of intake in the future and looking also to the better organization of social work, would be to place the relief burden at once squarely where it belongs; namely, upon the shoulders of the promoters of any enterprises proposed but not yet in operation.

Requests that the society carry the burden of investigation for other agencies should be dealt with in the same way. Save as a demonstration for a very brief period and clearly so understood, or save as a means of training a worker for another agency, this is no part of a charity organization society's duty. One society represented at the conference and doing its work in a city where the public schools make a charge for books, had been asked to investigate all applications for free school books. Another C. O. S. represented was making investigations to determine the award of scholarships in a music school. Another reported that, formerly, it had investigated all families applying for the care of their children in a number of different day nurseries. When, after years of this service, it withdrew from the agreement, the nurseries immediately reverted to their old practice of accepting charges without investigation. The educational value, whether of relief or of service, would seem to depend upon the degree of responsibility accepted by the party of the second part.

Realizing that the matter of coöperative relations with other agencies was not one to be treated lightly, the supervisors recommended that any decision to accept a case from one of these for care, or to refuse to accept it, be made by the most responsible member of the case working staff; that it be not left to clerks or to whoever happened to answer the telephone. This was especially important, they thought, during the period of working out a new policy with another agency, when, on both sides, the completest understanding of the facts and the difficulties was essential.

No expenditure justifies itself more completely, in the development of a good relief policy, than money spent upon a resourceful working staff, with tasks so arranged as to assure their best work. This "organizes" relief, decentralizes it, and develops the resourcefulness of the community as nothing else can.

The group in conference felt that purely mechanical divisions of work were to be avoided—divisions, for example, upon the basis of who had the case first. Where excellence in case work is the aim of all concerned, necessarily there must sometimes be transfers of leadership, as the character of the problem changes.

Many of the foregoing considerations apply to large cities, where there are a number of agencies employing social workers who have had case work training. All the cities represented at the conference belonged in this class. But some of the ideas developed at the meeting apply everywhere. The tendency to grasp at power, to feel that no one can administer relief or make investigations or develop plans as

well as a C. O. S. can, is not confined to large cities. Private citizens need C. O. S. help, families in trouble and without charitable backing of any kind need it, agencies not organized to do case work at all need it. The society exists to make the endeavors of these more effective, to furnish the element of skill and organizing ability which they cannot be expected to supply. But difficulties multiply when, to these necessarily centralized demands, are added the demands of a quickened social consciousness which has found expression in other and specialized case work agencies. Unless the tendency to "pass on" work from these agencies quite indiscriminately is checked, the total result will be disorganization.

A FINAL CONSIDERATION

Careful study of what is happening and careful readjustment of the burden—these are the ways out. One difficulty will remain, however. Communities are being educated to higher standards of care—sometimes by the C. O. S. group and sometimes by other social workers—to better standards of housing, of schooling, of child care, of family solidarity, of care of the sick, of prevention of sickness. Communities have accepted these to the extent that they expect the private agencies to exemplify them in their daily work, but only in the rarest instances have they accepted full responsibility for the burdens imposed by their new standards, even when these standards are embodied in state laws and city ordinances. This leaves the C. O. S. (as the largest, usually, of the private agencies) in the trough of the wave. Gradually, let us hope, the public which now accepts responsibility in theory only will accept it in fact. Gradually, too, health insurance and other wise measures of prevention will be a help. For the present, the charity organization burden is heavier than ever and necessarily so. The situation calls for the highest courage and statesmanship. The battle for social welfare in which the societies have been in the front line is more than half won, and this is no time for backing down. It is a time for the conserving of resources, however, and for making them count on the side of social advance, democratically organized, with the social agencies all moving forward together. To return to the nautical simile with which we began, not even the open sea is safe in these days without coöperative planning.

HALIFAX.—All of the foregoing was written before the tragic news from Halifax brought a new demand upon experienced case workers apart from the demands of the time, both abroad and at home. Mr. Deacon makes a plea, in his forthcoming book on Disasters, for the largest possible measure of preparedness before disaster comes. Months ago, Boston had organized, among its social agencies, a carefully worked-out plan of the share to be borne by each in a public emergency, with the result that Boston was the first American community to send not only supplies but competent social workers to Halifax. Not only was the Associated Charities represented in the group which took the first train on the very day of the disaster, but medical-social agencies, children's agencies, and a general relief society sent workers also. This lesson in statesmanship has a bearing upon some of the positions taken at the supervisor's conference, as reported above.

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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. IX. (NEW SERIES) FEBRUARY—MARCH, 1918 NOS. 3 & 4

A SPECIAL NUMBER FOR STAFF MEMBERS

CONTENTS

NOTE.—WILL GENERAL SECRETARIES PLEASE SEE THAT ALL STAFF MEMBERS HAVE A CHANCE TO READ THIS *BULLETIN?* ATTENTION IS ALSO CALLED TO THE ONLY ANNOUNCEMENT WHICH WILL BE MADE OF THIS YEAR'S CHARITY ORGANIZATION INSTITUTE—SEE LAST PAGE.

WHERE DO I BELONG? *

By Karl de Schweinitz

General Secretary Elect of the Philadelphia Society for Organizing Charity

WHILE we were still undergoing the mental discomforts and the anxieties of neutrality there appeared in the *New Republic* an article by L. P. Jacks which was called the Peace of Being at War. One almost envied the English after reading it. The doubts, the anguish of having to make decisions, the questionings of life, seemed to have disappeared from the souls of the people who are now our Allies. Instead there was the testimony of Mr. Jacks:

"I believe that twelve months of war have brought to England a peace of mind that she has not possessed for generations."

The promise of this peace of mind was one of the things which made possible a feeling akin to relief at our entrance into the conflict. In war, perhaps, we like our English brethren might find peace.

And yet now that nearly a year has passed there is still for most of us little peace of mind. Perhaps the men in the trenches have found it; perhaps their families have found it. Professor Jacks said that, despite the dangers facing the soldiers and the anxious waiting for news which their relatives had to endure, there yet was peace of mind. But certainly with those of us who are in social work there has seldom been peace.

The article in the *New Republic* told of the large number of people who in the war had found a cause, who now for the first time had discovered something worthy of the utmost sacrifice and devotion. Doubtless this also has been the experience of many persons in the United States. Social workers, however, have always had a goal worth striving for. The war has not been needed to make their lives purposeful. In so far as it has furthered the advance of social justice, in so far as it is bringing the realization of democracy nearer, in so far as it is making better people, it is a means to an end toward which the social worker has steadily struggled. In so far as it is retarding the advance of civilization, in so far as it is causing a lowering of working and living standards, in so far as it is halting social reform, it is an interruption. A laggard and delinquent nation is hindering the progress of the world, and until it is educated out of medievalism, even as needs must be by the use of the rod, mankind suffers delay. The war, to the social worker, is a task that must be accomplished in order that thereafter greater things may be achieved. He therefore enters the war without that emotional relief which the person who never before had an object in life now enjoys. Under the inspiration of President Wilson's leadership, however, he has a steady confidence in the righteousness of his country's enterprise and in the fulfillment of our international ideals that is not far removed from peace of mind.

* The substance of a talk by Mr. de Schweinitz to his colleagues in the New York Charity Organization Society.

It is rather in his everyday life and work that the social worker has found the war to be a time of anxiety and perplexity. Suddenly there has come a national demand for service. The country needs men and women as it has never consciously needed them before. This may be a war of munitions and machines, but the repeated call is for people. One's friends are leaving for France. They are going to Washington. They are mobilizing at camps in every part of the United States. At home every city and village has its group of war activities. Each day brings word of another social worker, professional or volunteer, who has entered some form of military or civilian service.

In the meantime the job itself grows no easier. The ranks of workers are depleted; the volunteer force is reduced. Public interest is turned the other way. One feels that one has to fight alone for the things which a few months ago everybody thought of first importance.

There comes the question, "Where do I belong? Shall I, too, go to war? Shall I continue this one-sided struggle? Shall I take advantage of this demand for men and women and engage in some other form of work?"

It is easy to listen to these questions when someone else asks them. But no one who has not been obliged to answer them for himself can appreciate the distress, the perplexity, the anguish of mind which they involve.

"Where do I belong?"

"You belong where you can give most of yourself."

The United States is mobilized for war in three lines of defense. In addition, a large part of the population in a country as great as ours is necessarily employed in carrying on the routine of business and life. There must be grocers and plumbers and druggists and housekeepers and shoemakers. There must be many other similar activities. But for the work of achieving victory there is a threefold system of defense.

The first is the actual battle-line, whether it be the trenches, the ocean, or the air.

The second is the line of supplies—munitions, ships, Red Cross, Y. M. C. A., agriculture.

The third is the line of national conservation—the public schools, the churches, social work.

Not everybody can serve in the army or the navy. Sex, age, physique, family responsibility, and special fitness for the second or the third line may prevent a person from becoming a soldier or a sailor. The vast majority of social workers are almost automatically excluded from military service.

They must answer the question, "Where do I belong?", by deciding between the second and the third system of defense. In each case personal ability and technical knowledge in greater or less degree are required. If the measure of victory is the character of the peace terms, then the second line is more important than the third—

and it must be remembered that the immediate consideration is the obtaining of a permanent peace. If, however, victory depends also upon the ultimate status of the national life, then the third line is as important as the second. Certainly the ranks of the second line should be filled at the least possible danger to the integrity of the third.

For a case worker to enter a munitions factory as an operator would be a waste of human material. Likewise, it would be poor social policy for a case worker to leave her vocation in order to take a job selling Liberty Bonds. She would be using none of her training and experience here, while on the other hand the vacancy she left could probably not be filled during the war. The supply of trained workers is limited. Just as the English found their system of recruiting for the army an uneconomical use of man power, so is there not danger of ill-considered enlistment in secondary war activities?

Thus far there has been no dearth of people for the second line of defense. Even in Germany the public schools and the churches have not been obliged to close by reason of the demands of the war. And until there are actually not enough men and women to keep supplies going to our soldiers and sailors the social worker belongs where his training counts for most.

That section of the second line of defense which has first call upon the case workers of the country is the home service of the Red Cross. As everyone knows, it is based upon the principles and methods which have been developed during the last thirty years by agencies engaged in work with families. The most important positions in the home service staff of the Red Cross have largely been recruited from charity organization societies. In doing this the Red Cross has endeavored as much as possible to avoid crippling the staffs of these societies. When the call comes from the Red Cross, the case worker needs only to ask herself, "Where can I give the most?" Her decision will depend upon the kind of work offered and upon the local conditions in the town and in the society with which she is connected.

The charity organization society, if that happens to be the name of the agency engaged in helping families, occupies sections on both the second and the third line of defense. In training volunteers for home service and in helping them in their work it is on the second line. In its influence upon family life and upon the social activities of its town or city it is on the third line.

Those of us who have been actively associated with home service sections alone appreciate fully the extent to which the everyday life and work of charity organization societies have contributed to the care of soldiers' and sailors' families. It has furnished the foundation upon which the superstructure has been built. The best home service has been rendered where there had previously been the best case work. This is not merely because of the organization of case work as carried on through confidential exchanges and similar C. O. S. enterprises, but because of the personal help and influence

which the charity organization worker has afforded the home service visitors in her town.

More than this, there has been the actual giving of the worker herself. Hundreds of the volunteers who at the beginning of the war were ready to undertake the responsibilities of home service had received their training in the charity organization societies of the country. Since then many more hundreds of new volunteers have obtained their initial instruction from the same source.

Men and women trained for civic and social work have indeed been one of the most important contributions of the charity organization societies not only to secondary war activities, but to the conservation of the national life. For a generation the agencies engaged in helping families have been sending people from their professional and volunteer staffs to other agencies and to municipal, state, and federal activities. There is no surer cure for discouragement than the record of what has been accomplished for the public welfare by these men and women, graduates of charity organization societies.

Moreover, the charity organization society has been a force for social reform at home. What city is there which is not today serving its citizens better because of the influence of the C. O. S.? It has been the ability of its executives to see how ideals might be put into practice that is helping vitally in the organization of the social forces of scores of municipalities. Through times of panic, through times of enthusiasm for unsound schemes, the charity organization society has kept its head and stood for the things which would make for permanent progress.

And this is a task which the charity organization society is and will be increasingly called upon to perform. This work of helping the municipalities of the country to organize themselves for social work—particularly in the smaller towns where the charity organization society is, perhaps, the only social agency—will continue to be needed. The war and the years that follow the war will be filled with a social impetus, to guide which into accomplishment will require all the practical experience of the charity organization worker.

The fundamental contribution of the charity organization society, however, is the work for the maintenance of family life. Home service finds its inspiration in the permanent good it can accomplish for the families of soldiers and sailors. It is this same hope of helping to make possible better people that animates the C. O. S. worker. Her call comes from the families whose need is the most desperate. They ask for opportunity—not the mere opportunity which social reform may bring them, an opportunity which must perforce by its very nature come too late to help the particular family that at this moment is in trouble—but the opportunity to make good through the personal help of a friend.

The last generation has seen great advances in the art of helping people out of trouble. This art has become a great force in the conservation of the national life, but its possibilities have only been touched. The influence which man can have upon man, the power

of personality, is only now in the beginning of being practised by charity organization workers. In the next few years case work will develop to its maturity just as a child apparently in a few months becomes an adult. The day of social diagnosis is here. Tomorrow there await us new developments through the direct action of mind on mind.

Perhaps all this is far from the actuality. Perhaps the case worker now finds herself struggling against odds to maintain those few standards she has succeeded in achieving. But the need for family work is fundamental. Let but the structure of case work organization be held intact and the years after the war will bring us a progress undreamed of.

But all this is not to be achieved just by saying so. What will be accomplished in work with individuals and in the organization of our cities and towns for better social work will depend upon the men and the women who are prepared for this service. The great danger in the increasing demand for social workers is that the quality of training and experience required for positions of responsibility will be lowered. Two years, a year, six months—the most casual sort of preparation is in the way of being counted sufficient.

Training and experience—these things sound unromantic and uninteresting, yet they will determine the way in which the lives of hundreds of families and thousands of men and women will eventuate. They will decide whether the social organization of our cities and towns will be erratic and unsound or whether it will be based upon sane and well-considered plans; whether or not our efforts toward national conservation will actually conserve, and in large measure what the future of the social life of the country will be.

To be sure, the charity organization society is but one factor in the national progress. And the individual social worker is but one person among many social workers. Consider, however, that the soldier in the trenches has but one life and but one rifle, yet the outcome of battle depends upon him. It is not for any of us to think that what he or she does will not matter.

There is no adventure in the third line of defense. There is not the thrill of universal approval. There is only hard work, work against heavy handicaps. It is not easy to abandon the romance of war times. It will be harder yet after the war not to be able to show a record of a definite, easily understood form of war service, even though that service might perhaps have involved a waste of experience and training. It is not easy to do the thing that is not popular.

But surely case workers will not in their own lives negate the philosophy they have practised in their work. Only by struggle, only by stress and strain, is character achieved. Someone must prepare the way for the period of reconstruction which we hope is soon to commence. Someone must be ready to turn into the work of national progress the great influx of social interest and energy which will follow the close of the war. Is it not our desire to serve even at the cost of sacrifice? If our share in the war is the third line of de-

fense, then there let us do our best even if it means the absence of that peace of mind which the war has brought to so many. And yet perhaps after one has thought one's way through the indecision and the doubts of these troubled days there will come peace—the peace of knowing that one is doing one's best where that best will count the most—even though that most be small—for a better country and a better world.

TO THOSE STILL ON THE JOB

A LETTER TO STAFF MEMBERS OF CHARITY ORGANIZATION SOCIETIES AND ASSOCIATED CHARITIES

IN order that this BULLETIN may be accepted as a personal message to each one who receives it, I am replacing the usual Editorial Notes by this informal letter, which is addressed more especially to those staff members of charity organization societies who are still "on the job."

Who are to be more congratulated, I wonder—those whose work has been of such a nature that they have been able to leave it with a clear conscience at a time like this, or those who have been constrained to see in their task something too fundamentally needed to be abandoned? At least, all will agree that to have work of this latter kind for one's very own is no small compensation for the thrill foregone—that "thrill of universal approval" to which Mr. de Schweinitz refers on another page.

The Red Cross points out with justice that the morale of army and navy depends, in part, upon the important home service now organized for the families of soldiers and sailors; in furnishing field training and instruction for home service, those still "on the job" in our societies will have to bear a large share. But the question of morale extends far beyond all this. Should this war be a long one, the morale of the whole nation will be involved in it. Not only will the home service of the Red Cross be war service, but so will all family case work which is thorough and is not confined to any one group in the community. Such case work is going to be vitally needed in seeing this war through. Already we are finding family life endangered by the sudden privations of war time, by lowered standards of local administration, by unstable industrial conditions; and this difficulty is going to be a progressive one.

Some of the social work of normal times can be transferred to camp and field. Only the other day, for example, a social worker familiar with the organization of the Y. M. C. A. was explaining to me what had happened. In many places, he said, the usual activities of that body, important as they were, had been reduced to "a mere shell," had been set aside in order that all available Y. M. C. A. men might be used in war activities. My informant inferred that the same process was going on in the charity organization field. But it is not. Despite many extra demands, no such thing is hap-

pening. The indispensable character of family case work makes impossible any setting of it aside for more normal times. The less normal the times, the more is such case work needed.

The more thoughtful of our workers have had a new vision, in fact, of the opportunities for service which these extraordinary times are pressing in upon us. Not only do they recognize the fundamental demand of keeping their work intact, but they are seeing it with new eyes as they realize better than ever before what it may mean to family life in America, to the development in this country of a profession of social work, and to the social welfare of the smaller communities.

It is in the light of these new opportunities rather than in the name of the charity organization movement as such that forward-looking case workers continue to march under its banner. As I attempt to enumerate these opportunities very briefly, they fall into three groups:

First, wars have profoundly affected family life in the past. Just what a foreign war is going to do to the American family we cannot know, but the better and more intensive our family case work now, the more intelligently can we serve our country in the period of reconstruction which must follow the war. Agencies newly created in war-time to do case work will necessarily do some of it superficially, but volunteers were never so eager to learn as now, family case work was never so fully recognized as a thing worth studying as now. Now, therefore, is the time to advance standards wherever the appeal can be made, within our societies, to the needs of the hour. Standards never stand still; either they move forward or they slip back. For the protection of all that most needs protection in our national life, ours must be advanced.

By multiplied committees and causes which are eager to secure workers, demands are made upon our societies which are not nearly so logical as those of the Red Cross. "I thought," wrote one recently of such a change of work, "that here was going to be a chance to do case work from another angle. But we seldom see any client more than once." This sounds like sheer waste for one who knows how to do real case work instead of merely going through the motions of doing it.

Second, and again looking to the not far distant future, social work needs a strong professional brotherhood more than it needs any other one thing. It is beset by more or less ingenious, well-intentioned, and mistaken attempts from the outside to make it efficient. These must be confronted and superseded by a strong, self-organized professional brotherhood. The self-determination of social movements rests upon the same sound principle as the self-determination of peoples. The assumption is too common among contributors to social agencies at present that, in the name of a purely mechanical type of efficiency, or of a misguided economy, they can superimpose upon the living body of social work a series of ready-made standards.

The efficiency expert, so called, is abroad. Well-organized professional brotherhoods, such as medicine and the law, are able to deal with him, but there are few things in social work that he cannot reduce to a meaningless dead level by his schemes of combination, federation, or commercial control. Often he will accept a commission from a community first, and begin to make inquiries about the standards in a given social work field afterwards—doing all this in a way that would be naïve enough if his clients were not still more so. Everyone who shares responsibility for a social agency's work either in financial support or in service is entitled to a voice in its affairs; but that the people giving highly skilled service, whether paid or unpaid, should have no organized way of sharing in the development of an agency's policies, in so far as its policies affect professional standards, is a serious drawback at present to the progress of social work. Each professional group which is acquiring standards in common, such as that of the social case workers, should organize its own brotherhood, develop its own terminology, formulate its own code of ethics, devise its own measures for the steady advancement of standards. And by "professional group," be it repeated, is here meant all who have achieved a certain professional skill in service, whether paid or unpaid.

Corrupt politics in our cities is a serious menace to the development of social work under public auspices. Since the autumn elections of a few months ago this is realized with new vividness in a number of places. But professional solidarity would have a steadying effect at this point also, especially when the essential unity of all social work had won recognition through that wider understanding of its aims which would follow upon first-rate technical achievement. As I have observed the spirit of the different groups which make up the National Conference of Social Work, it has seemed to me that none of the social case workers in attendance there were more ready to take the necessary first steps in bringing about these reforms than the charity organization group. Concessions and sacrifices would have to be made; the goal would be achieved slowly. But is it not time to begin to push toward the organization of a brotherhood of social case workers of professional rank? Could anyone share in a more worthwhile task?

Third, and quite as important as these other two, is our share of responsibility for community development. What the council of all the social agencies may become to the large community as interpreter of needs, developer of social programs, and encourager of *esprit de corps* in the professional social work group, that and more too the charity organization society is and will probably have to continue to be in the smaller city. The name makes no difference, of course, but the form of organization is important. That form must make the society independent of any one group of people in the community or outside of it, it must include in its management many interests on equal terms, its policy must be self-determined, it must

do general family work, it must be supported by voluntary contributions, it must have a trained social worker for its executive. Often, this executive will be the only trained worker in the community at first. But the supply soon creates the demand for more workers who can see as clearly and do as effectively as this one. When the time arrives that the public departments of the city are also ready to carry their share in the social advance, such a worker, employed by a voluntary body, becomes the strongest ally that public social work can have. When breakdowns come, as come they probably will in publicly appointed or elected bodies for some years still, the voluntary body carries over and utilizes the energy already generated, and is ready to prevent that complete break in the continuity of reform which otherwise would follow.

The American Association for Organizing Charity always hesitates to tell in its fulness the story of a specific community development under charity organization leadership, though such developments have been going forward in this country quietly and steadily now for some years back. In the archives of the Association, a community is a case; as such, its "record" is confidential. But to know what the newer charity organization societies of the country have done for socially backward cities is to get a new kind of conviction as to what charity organization means to these United States and a new sense of responsibility for conserving work so centrally vital.

A social worker was called in some years ago to advise an industrial city with a large foreign population. The field visit led to the reorganization of the city's public department of charities and to the employment of a trained social worker from another city to become its head. He soon found himself handicapped by the absence of any voluntary family agency of modern type in the community, and helped to launch a charity organization society. When, several years later, after the resignation of this first executive of the public charities department, there was a political upheaval, and the second good man who had taken charge had to leave, the position was offered to the secretary of the relatively new local C. O. S. After going over the matter very carefully, he decided that the center of social work influence in the city was not in the public department and could not be for years to come—that he had a unique opportunity to further better administration of both public and private social work where he was. And there, at some personal sacrifice, he has remained.

In a smaller city than this one, a live charity organization secretary secured, in three years' time, better housing, a community recreation program, better court care of neglected children, and effective control of public dance halls. Every item in this program grew directly out of the case work of the society.

In the capital of a western state, the local C. O. S. was the means of organizing the first real medical clinics in the city; it also reformed the health department, developed medical inspection in the schools, was instrumental in securing a state tuberculosis survey, and launched

a municipal lodging house and a city club. Some of these things were done publicly in the name of the society, some were done privately by its individual members, but all owed their success, directly or indirectly, to the great impetus given to social thinking by a type of family case work which was confined to no one group or class, and was managed by people who represented many interests in the community.

Is not the morale of the nation involved in the morale of its social work, and can we be helping anywhere more effectively this moment—unless, indeed, it be in the trenches—than by doing just what we are doing and by doing it with all our might?

I am not blind to the difficulties. It is because we have faced them one by one in the past that the wonderful advances of this last year have been possible. And not only courage in facing difficulties made them possible; vision and faith were necessary also. The question for each of us is not, therefore, where does our work happen to stand at the moment, but in what direction is it facing and what is our vision of its future possibilities?

MARY E. RICHMOND.

THERE are two news items that are too important to be omitted from this number. The first relates to the Charity Organization Institute. As some applications for membership have been received in advance of any announcement of the Institute, we assume that war-time is not going to make any difference and that the four weeks' session will be held this year as usual. Applications should be made without a moment's delay, however, as our plans will depend upon the response to this one announcement. Twenty members will be chosen late in April from those applying, and the Institute will begin on Monday, May 27th.

The second item of news is a new volume of the Social Work Series, entitled Household Management. Miss Nesbitt writes in the finest spirit of understanding and practical helpfulness for social case workers and for volunteers who visit poor homes. She is able to do this and to make her pages live whenever she mentions the trials of real people because she is herself a case worker of ripe experience in addition to being a home economist. First the district service of the United Charities of Chicago, then the mothers' pension work of the Chicago Juvenile Court, and now the joint tasks of directing the food conservation section in Cleveland and the home demonstration work of Ohio State University—all these varied forms of practical experience are behind Miss Nesbitt's words.

Now is the time of times to develop generalship in the handling of household supplies. Every one who enters a home on any social work errand can help and everyone can afford to own this invaluable guide as to how to proceed.

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- Its Dependence on Personal Service.
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IX. Treatment (continued).
- Its Relation to Standards of Recreation, Employment, and Spiritual Development.

X. Treatment (continued).
- Material Relief as an Adjunct to Personal Service.

XI. Records and Record Writing.

XII. The Democracy of Social Case Work.
- General Discussion.

A BRIEF RÉSUMÉ

Home Service is the putting into practice at home of the principles of democracy for which the soldiers "on the line" are struggling. War does not change the nature of the social problems to be met,

*This Outline, prepared by Miss Alpha B. Robbins, of the Cleveland Associated Charities, has been used by her in conducting brief courses for Cleveland volunteers in Red Cross Home Service. It is given here not as a course adapted to all groups but as possibly suggestive in planning for some of them. References that are starred are required reading.

but increases the number of people subject to social maladjustments and intensifies many of the social evils.

"The quality of the next generation will be the measure of our victory in the war in which we have entered."

"The test of success is not the number nor the amount of allowances awarded but the health, the happiness, the comfort, and the character of the families cared for and particularly of the children in those families."

"More frequent and more important than this financial relief from the Red Cross will be the Home Service of helping families to maintain their standards of health, education, and industry. This service should be democratic, constructive, and resourceful. It is not to be thrust upon those who can do without it and it is to be given in a spirit of fraternal and thoroughgoing helpfulness to those who cannot."

"The Method employed by the Home Service worker is that of Social Case Work."

(Social Problems of the War, 1917 Proceedings of Natl. Conf. of Social Work.)

(Manual of Home Service, A. R. C. 201.*)

WHAT IS SOCIAL CASE WORK?

"By Social Case Work we mean that half of social work which has to do with the social treatment of individuals, individual by individual, as distinguished from all those processes which deal with individuals in masses."

It had its beginning in the recognition that so-called "charity" could do and often was doing more harm than good; that help should not be a mere temporary and fitful drugging of bad conditions but should be such as to afford permanent relief to the persons assisted; that all dealings with human beings must be intelligent, understanding, kind, thorough, purposeful, resourceful, and resultful.

This realization led from well-wishing to well-doing and to the gradual creation of a philosophy of helpfulness and a technique for its application which have become articulate as Social Case Work.

At first limited to the field of "charity," Social Case Work has now become a factor in social relationships of many and divers sorts and its principles are universally applicable to the problem of the individual in society.

The import of Social Case Work, like that of Democracy, cannot be reduced to a formula. No living, growing idea can be. The following definitions are therefore only tentative and partial:

"Social Case Work aims, not to deal with masses in a superficial manner, but with individuals in a perfect manner."

"Social Case Work is the art of doing *different* things, for and *with different* people, *by co-operating* with *them*, to achieve, at one and the same time, *their own* and *society's* betterment."

Social Case Work is the art of utilizing the accumulated and accumulating experience of the race in insuring to the individual the opportunity for his broadest development.

"Social Case Work is the art of bringing about better adjustments in the social relationships of individual men, or women, or children."

THE PHILOSOPHY OF SOCIAL CASE WORK

Underlying Social Case Work are the following concepts of modern psychology:

I. Individual Differences.
II. The Wider Self.
(Social Diagnosis, Richmond, pp. 365–370.)
(Individuality, Thorndike.)

SOCIAL CASE WORK AND THE BROADER SOCIAL MOVEMENTS

Social Case Work, from its first hand knowledge of the scattered needs of numbers of individuals, points the way to broader social movements, and, these broader movements once put into operation, Social Case Work aims to make it possible for the individual to take advantage of the opportunities thus afforded. (The Social Case Worker in a Changing World, Richmond, 1915, Natl. Conf. of Charities and Correction.)

THE TECHNIQUE OF SOCIAL CASE WORK

"When the first social worker fired by an ideal decided that a certain result of his work was good enough to achieve again, that another was bad enough to be avoided forever, that another was promising enough to be improved upon, and when he went further and discovered what methods made some results good, what methods made other results bad, and what methods would make other results better, the first step towards technique was taken. A beginning had been made towards the *carving of standards out of experience for future guidance;* and this is the solid foundation upon which technique rests."

If the technique should ever become rigid, an end in itself, and should cease to adapt itself anew to the peculiarities of each situation, it would cease to be Social Case Work.

Social Case Work demands, first, full understanding of the situation, and, second, action with a social purpose. This involves:

I. Investigation.
II. Diagnosis.
III. Treatment.

INVESTIGATION

A. The Social Clearing House.
B. The First Full Interview with the Client.
(Social Diagnosis, Chap. VI.*)
C. Other Sources of Information and Coöperation.
(Social Diagnosis, Chap. VII–XVII inclusive.*)
D. Principles Governing the Choice of Sources of Information.
(Social Diagnosis, pp. 169–175.*)
E. Evaluating of Evidence.
(Social Diagnosis, Chap. II–V inclusive.)

Diagnosis

Social Diagnosis is the process of interpreting the evidence gathered and of drawing definite conclusions as to the nature of the client's social assets and liabilities.

Treatment

Treatment is a course of action based on Diagnosis and calculated not only to remove the individual permanently beyond the need of outside assistance but also to render possible the broad development of his latent capacities.

Treatment and the Family

In Treatment the Family must be considered as a social unit. Otherwise the strongest social bond among individuals would be weakened.

"The Family is the first and most permanent human institution. It is based on elementary passions greatly modified by the growth of other institutions: religion, the state, organized accumulation of wealth and private property, etc."

Beyond this the early history of the Family is in dispute.

(The Family as a Social and Educational Institution—Goodsell.)

(The Family, Bosanquet.)

(Ethics of the Family, Tufts.)

For the social worker the Family is a fact which offers certain definite contributions to social well-being:

I. Gives elasticity to social organism.

II. Tends to deepen and strengthen pity, sympathy, love, unselfishness, etc., by the association of the weak and the strong, the old and the young, etc.

III. Offers supreme incentive to effort.

"All kinds of social work may be described in terms of family welfare. All kinds of anti-social influences may be measured by their untoward effects on family life."

(The Family and Social Work, Devine.*)

The social worker aims to:

I. Discover and use all the assets for reconstruction found within the family itself.

II. Individualize each member of the family.

III. Encourage and strengthen family solidarity.

The social worker, realizing the value of family life, will assent to the breaking up of a family only when the existence of the family as such is so serious a liability to its individual members that no plan can be devised for converting it into what it should be, an asset.

Treatment and the Standard of Living

The Standard of Living is the qualitative measure of people's activities and wants.

There are great variations in Standards of Living. They "may include all that is best and highest in human life or may signify nothing more than the crudest cravings of mankind."

The way really to know people is by their Standard of Living.

The more expensive Standard is not necessarily the higher.

Distinction between Standard of Comfort and Standard of Living:

The Standard of Comfort signifies only the more elementary desires and satisfactions.

"An increase in the Standard of Life implies an increase of intelligence and energy and self-respect, leading to more care and judgment in expenditure and an avoidance of food and drink that gratify the appetite but afford no strength and of ways of living that are unwholesome physically and morally."

(A Trout Stream and the Cracking Universe, Joseph Adell, *Outlook*, June 27, 1917.)

Distinction between Standard of Living and Scale of Living:

The Standard of Living is the measure of the individual's development and wants in that it is what he is willing to make personal sacrifices to maintain.

The Scale of Living is more or less accidental; is entirely distinct from personal strivings and reveals nothing as to the individual's own development.

(Principles of Relief, Devine, Chap. III.)

(The Standard of Life, Bosanquet.)

The social worker is concerned with the Standard of Living and not with the Scale of Living.

He works to:

I. Make possible the *maintenance* of socially valuable standards already attained.

II. Cause the *raising* of standards that fall below what may be considered the minimum by:

A. Removing obstacles.

B. Stimulating wants.

Treatment and Personal Service

Treatment is dependent upon Personal Service which is the intelligence of Social Case Work.

Personal Service is effective when it helps people to help themselves.

"We cannot force interests or occupation or benefits of any kind upon men from without, however desirable we may think them; they must grow out of their own strivings and desires, their own planning and progress."

Lack of any one of the essential elements of a normal life (I. Health, II. Education, III. Recreation, IV. Employment, V. Spiritual Development) suggests the need and opportunity for Personal Service.

(Friendly Visiting Among the Poor, Richmond.*)

(The Good Neighbor, Richmond.*)

(What Men Live By, Cabot.*)

(Layman's Handbook of Medicine, Cabot.*)

(Social Service and the Art of Healing, Cabot.)

(Health and Disease, Lee.*)
(How to Live, Fisher and Fisk.)
(Home Service A. R. C. 200, Porter R. Lee and Karl De Schweinitz.*)
(The Normal Life, Devine.)
(The Strength of the People, Bosanquet.)
(How to Help, Conyngton.)
(Honesty, Healy.)
(What of Medical Diagnosis should the Social Case Worker Know and Apply, Cabot.[1])
(The Social Case Worker's Task, Richmond.[1])
(War Relief in Canada, Reid.[1])
(The Bearings of Psychology on Social Case Work, Healy.[1])
(Feeble-mindedness; Its Causes and Consequences, Goddard.)
(The Kallikak Family, Goddard.*)
(A Method of Measuring the Development of Intelligence in Young Children, Binet and Simon.)
(Feeding the Family, Rose.)

MATERIAL RELIEF—AN ADJUNCT TO PERSONAL SERVICE

In Treatment, Personal Service sometimes finds it necessary to employ Material Relief as one of its tools of reconstruction.

By Material Relief is meant cash and commodities intended to supply either whole or partial support for either a short time or a long time.

"There are two persistent delusions about Relief from which we need thoroughly to free our minds:

"I. That there is something meritorious in the mere act of giving relief, regardless of the need for it and regardless of the adaptability of the particular form of relief to the need.

"II. That the sole or principal danger is that the relief extended is likely to pauperize the individual aided.

"The danger of being pauperized by relief is a real one, but it should not become so exaggerated as to blind us to other dangers, nor what is much more likely, should it lead us to underestimate the need for relief or the beneficent results which it may accomplish."

Relief is intrinsically neither good nor bad, but it is capable of producing both good and bad results according as it is administered wisely or unwisely.

Relief is never more than a means to an end.

Given *with understanding*, and *with a definite goal in view*, Relief is capable of releasing new energies and stimulating to new effort.

When Relief *ceases to have a tonic reaction* something is wrong. Perhaps there is no further need for Relief or perhaps the method of administering it should be altered.

Further considerations in giving Relief:

I. All charitable support should be refused those able to maintain a normal standard by dint of their own efforts.

[1] National Conference Proceedings, 1917, Part III.

II. "Those unable to maintain the Standard of Living accepted by the community as normal should be aided.
"This assistance should if possible be of a kind to eventually remove the disability."

III. "The faults of the head of a family should not become a reason for refusing relief to its other members, but his faults may require attention before relief is advisable."

IV. "We are not to supply relief in order that employers may get the benefit of underpaid labor."

V. No actual suffering for lack of material assistance should ever be allowed to continue. Interim or Emergency Relief must be given until a satisfactory diagnosis and plan of Treatment can be arrived at.
The habit of dole-giving, however, under cover of Emergency Relief, must be guarded against.

FURTHER CONSIDERATION IN RELIEF-GIVING

I. The client receiving Relief should know upon what he may depend. "Uncertainty cultivates the gambling spirit and nothing more surely leads to dependence than the introduction of the gambling element into the plans of one who is already near the margin of dependence.

"If the relief policy is of such a kind as to cause a feeling of security that disasters of an unpreventable kind will call for sympathy and practical assistance, a stimulus will result to rational living."

II. "Relief must be adequate to the needs in each case. Inadequate relief merely continues suffering. It tempts to beggary and deceit and so leads to complete loss of self-respect."

III. "In all forms of relief, consideration should be given to its effect upon the standard of living of the family immediately affected. In order that relief may be educational, it must often include more than bare necessities.

"Relief for families in homes must be varied in character and amount, taking account of the habits and customs of the social group to which the family belongs, and enabling the family to do those things that are regarded as essential to self-respect, and that will win and retain for them a fair measure of the regard of the neighborhood."

IV. An organization giving relief must have in mind the conserving of the invisible relief in the community. The natural charitable impulses of the district, instead of being allowed to wither up from disuse as a result of the organization's activity, must be utilized to the full in more effective service. (Principles of Relief, Chap. II, Devine.)

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Session of 1918

THE NINTH INSTITUTE will begin its sessions in New York City Monday, May 27, 1918, and continue for four weeks thereafter. Membership is limited to twenty charity organization executives and case workers who wish to profit by further intensive study and discussion in their own field. There is no fee. Admission is by invitation issued near the end of April. Applications for membership should be made at once on forms supplied for the purpose, as it has not been possible for several years to admit all who have applied.

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A CONFERENCE ON EDUCATIONAL WORK

CONTENTS

A CONFERENCE ON EDUCATIONAL WORK*

By FRED S. HALL

A FEW weeks ago, representatives of six charity organization societies met in New York and for six hours compared notes in the matter of educational work. There have been all-day conferences in the past to discuss finances, statistics, or supervision and its related problems; but never before, to the writer's knowledge, has an entire day been devoted to the important problem, faced by each society, of how the gospel of organized charity can best be preached in its community. Educational work that is worth while is sure to react favorably upon a society's funds, and it was natural that several of those present were financial secretaries. Nevertheless, by common consent, the subject of money-raising was excluded from the discussion. Thus, time was conserved to consider strictly educational propaganda in a more intensive way than has ever been possible before.

In preparation for the conference six of those who were to attend prepared brief outlines of their views on topics assigned them, and copies of these outlines were sent in advance to all conferees. The topics considered were the following:

1. The need for emphasis upon case work in all educational efforts.
2. "Salary cost"—which is it, the skeleton in our closet, or our best talking point?
3. Should the annual report contain educational propaganda, or should it be strictly a "report," i. e., a record of the developments of the past year?
4. Is fiction possible as an educational force?
5. Is a weekly or monthly bulletin worth while?
6. How can tellers of our story be obtained, and how can audiences be found who will hear what we have to tell?
7. How can newspapers best be used?

CASE WORK VERSUS COMMUNITY WORK

It is easy to talk or write about a piece of community work in which our society is interested—housing conditions, tuberculosis, playgrounds, etc. Pictures are ready at hand to illustrate an article or to be thrown on the screen; and the writer or speaker is conscious also that his audience is with him from the start. By contrast, case work is hard to make clear to those who are uninformed; they are more than likely to be prejudiced against it, and little or no help can be had either from the camera or the stereopticon. Moreover, community work has news value and is easily featured in the papers, but case work,

* Readers are reminded that there have been articles on this subject in earlier issues of the BULLETIN. Copies of these will be sent on request to any who are entitled to receive the BULLETIN regularly. Several of these articles are referred to on later pages. In addition should be mentioned one by Francis H. McLean, entitled, "What is Right Publicity in Charity Organization Work?" printed in October, 1914.

because of its confidential character, is very largely debarred from that avenue of expression.

Because of these difficulties, case work, in the opinion of those present, has not received the attention its relative importance warrants. Possibly two-thirds or even four-fifths of a charity organization society's work concerns the families under its care, but in its publicity these proportions are very often reversed. A readjustment of emphasis was recognized as necessary if our public is to see us as we really are. To this end more attention should be given to those forms of educational effort in which case work can best be presented—particularly to letters of report to special family contributors, and to bulletins and addresses.

LETTERS OF REPORT TO SPECIAL FAMILY CONTRIBUTORS

In most societies letters of report are sent within two months after the contributions have been received. Usually these letters are written in the district or by the case worker responsible for the care of the families described. In spite of the added burden thus placed on the districts, this procedure seemed to be the one toward which we should work. It gives the district workers a contact with contributors which is of real value to their work. It was recognized, however, that many staff workers and district secretaries have not cultivated the interesting style necessary for such letters. Too often their report is a mere summary of facts. To meet this difficulty it was suggested that such letters might be rewritten at the central office, when necessary, and a copy of the revision sent back to the writer for her assistance in preparing future letters. In this way the district worker would get a training which she will need if she later becomes the secretary of a society in a small city. It was made clear, also, that where reporting is done by the districts a careful follow-up is necessary from the central office. One society reported that some of those who write the best letters are prone to put off preparing them.

Too much can hardly be said regarding the educational opportunities such letters afford. The letter which appeals for contributions is handicapped, as all our approaches are, by the receiver's lack of interest. It has to be short or it will not be read; and yet it must contain facts of human interest regarding the family described, presented with sufficient detail to compel attention. With these limitations it is extremely difficult to tell anything clearly regarding a society's constructive work. But with the letter of report all is changed. From the very fact of his contribution the receiver of the report has a special interest in the family described. Within reason, he is ready to read anything that is sent him regarding that particular family. Here is our opportunity; but have we realized it to the full? If we merely tell the donor what his money has accomplished, in terms of rent, food, and clothing, we warm his heart a bit, it may be, but we have not made him a convert to the ideals of family reconstruction which distinguish us from mere relief-giving agencies. All were agreed that unless such a conversion is accomplished the letter of report fails

in its chief purpose.* For the sake of comparing the extent to which their ideal has been approximated in practice those present made plans to interchange some of their recent letters of report. Two of these, very good ones, are shown below. Italics, not used in the original letters, have been inserted to indicate the sentences which bring out the non-relief activities of the societies.

My dear Mrs. Smith:

On November 1st, in answer to our appeal in the paper you sent us some money to help our little Italian widow support her family. Two of the children, as you will remember, are badly handicapped physically, one having very little eye sight and the other terribly crippled with infantile paralysis.

We have been able to tell this mother that for the winter months at least we shall be able to help her keep the children from being put in an institution and she is so happy and is showing so much more ambition than she did formerly. *We have secured new work for her in another factory where conditions are a little better and in time she may be able to advance her earning capacity by being put on piece work. She is learning the trade now and is not particularly quick at it.* This widow keeps a very good home even if most of the work has to be done after she returns from the factory at night. *The latest report from the baby with infantile paralysis is not very hopeful. We feel that this child will probably be badly paralyzed all his life and hope when he is a little older that we shall be able to teach him some trade by which he can earn a living. We also are trying to save the sight of the little girl who has eye trouble. The sight of one eye is entirely gone but the doctor at the Eye and Ear Hospital is trying to save the other eye.*

Thanking you again for your interest and generosity toward this family, I am

Very sincerely yours,

In December, 1916, you were kind enough to contribute $—— to help Mrs. "Kane" and her six children in their struggle to keep a home together *and build up a sufficient reserve of strength to fight against the tubercular tendency latent in the family.* Mr. "Kane," you may remember, died of that disease.

Except in the case of Margaret, the second daughter, *our efforts in this direction have so far been crowned with success and we feel that there is a distinct improvement in the physical condition of the family.*

Poor Margaret, however, notwithstanding all the precautions taken, has lately shown active signs of tuberculosis *and it has become necessary to send her to the State Sanitarium. We are assured by the doctor that she has every chance for recovery, the proper treatment having been commenced at such an early stage.*

While we feel very hopeful that she will be able to do her share in the support of the family later on it will be necessary for her to spend at least six months taking "the cure." During that time Mary will probably be the only wage earner, as Mrs. "Kane's" strength is not equal to more than the labor of housekeeping and homemaking, especially as *two of the children are at present suffering with whooping cough and need careful nursing—this troublesome disease is so often responsible for a flaring up of tuberculosis in those predisposed.*

With renewed thanks for your past help,

Yours very truly,

Several of the letters examined end with appeals for other families, or for further contributions for the family reported upon. In the opinion of some who were present, such a procedure is usually unwise. It tends to make the contributor expect that each communication from the society is an appeal for money. That puts him in an unfortunate frame of mind and interferes with the educational and emotional effect which the report ought to have.

As proof that reporting letters have been effective educationally

* For a description of the reporting procedure followed in the New York Society see an article by Barry Smith in the Charity Organization Bulletin for December, 1916.

in Washington, it was stated that they have succeeded in most cases in transforming pure relief givers into givers to the society's general work. This was evidenced by the fact that when appeals were sent in a second or later year to those who had given to special family relief, most of them in response to the options offered gave their money either to the general fund or to be used by the society for general work or relief as the necessity arose. Proof is more abundant that such reports are appreciated by contributors and create in them a friendly feeling toward the society. The New York society reported that, although further contributions were not mentioned at all in its letters of report, a considerable number of those receiving them responded by sending checks.

Akin to letters of report are the printed reports several societies have issued in connection with their "Christmas Opportunities." The most recent one is that issued by the New York Charity Organization Society, entitled "December 1916, versus November 1917." Its effectiveness, even with those who had not shared in contributions to the families described, is evidenced by the generous response received to appeal letters in which it was used as an enclosure.*

It was recognized in connection with letters of report to special family contributors that a similar educational opportunity is afforded by the reports which every well-organized society makes to those who refer families to it. When such references are from individuals not closely in touch with the society's work, the reporting letters should be composed with that fact clearly in mind. But with these persons one is not so sure as with the special family contributors that there is a genuine interest on which the report may be built, and there is, therefore, more need for differentiation in the character of the reports rendered. In fact, largely for the sake of such differentiation, it was pointed out by two of those present that for both types of reports personal calls are usually to be preferred—so far as the time of the inquirer and of the society's case worker will allow.

SPECIAL CASE WORK STUDIES

For newspaper stories, and for publication elsewhere, case work may also be interpreted by means of reports on special studies the society has made into conditions disclosed in the families under its care. Thus one society in its latest annual report recounts the results obtained in three such studies—one covering 20 families in which there was feeble-mindedness, another regarding the wages received by 82 men (in families under care) who had been regularly employed, and a third regarding women of respectability and refinement who finally come to dependence through old age.

SERVICE COST

It was admitted that in varying degrees most of us have treated service cost as "the skeleton in our closet." Conscious that our move-

* As samples of a skilful use of service facts special attention may be called to the cases numbered 1, 9, 11, and 21 in the above mentioned report.

ment is not popular at this particular point, we have allowed our fear of criticism to control our practice. With but a few exceptions we have devised no methods of justifying service cost other than the method, only partially effective, of citing case stories which illustrate service without material relief. Some societies—at least so it seemed to those present—have even adopted publicity methods in this matter that are not entirely honest. These are chiefly methods of accounting, or rather the form in which the society's financial statement is presented to the public. In some of these statements there is an evident effort to make the salary cost appear as small as possible in its relation to the cost of relief. The most common method is to avoid all use of the word "salaries" and to include salary items under other more euphonious terms. One society divides its salary cost and includes it under several widely scattered headings, the most important one, representing the salaries of its case workers, being headed "social service relief." The other costs of its district offices are classed as "Provisions of district relief centers." It was generally felt that such practices could not be too strongly condemned. Most readers, it was held, would not realize at all, from the ambiguous term "social service relief," that the item represents salaries. Those who do realize it get the unfortunate impression that the society has something it is trying to conceal. On the other hand, general approval was expressed of the form used by the New York society,* and a hope was voiced that the Committee on Statistics of the American Association for Organizing Charity, which is now considering the question of financial statements, will recommend a form of statement which is as frank as it is technically correct.

The financial statement used by the New York society has no classification labelled "service." There was decided though not unanimous objection to such a classification on the ground that it necessitated arbitrary and often illogical estimates regarding the share of certain workers' salaries which is chargeable to service, and the share which should be called administrative. For example, is the case supervisor's work service? Or that of the registrar? Does not the financial secretary render service when he raises special family funds just as truly as the visitor when she interests some one in her district to give to a family? Is the work of the stenographer when she types history sheets any less service than that of the staff worker who makes out the face sheet in pen and ink? Or is it service when a visitor goes to the City Hall and gets a child's birth record, and an administrative act when a stenographer types a letter to the registrar of births in

* This society's statement for 1914–15, which, as always, showed relief expenditures in a separate account, presented the cost of the district offices in part as follows:

Fourteen Neighborhood Offices:	
Salaries and wages (72 employees)	$63,835
Rent	8,480

Then followed the other categories, adding to a total of $80,938.
The statement for 1914–15 was particularly good from an educational standpoint because explanatory matter regarding each of the groups of items was printed in connection with it.

another city asking for such a record? In the opinion of one of those present the bookkeeping categories "service" and "administration" represent a surrender many of us have made to a demand from the business world that our accounting be cast in commercial moulds.

> Specialists in efficiency have required business concerns to segregate their administrative or "overhead" charges, and an easy rule of thumb measurement of an establishment's efficiency, much used by so-called "experts," has been the "per cent of overhead" that is shown. When the demand arose from directors of our societies and others for a corresponding classification of our expenditures, we obligingly tried to comply, without realizing that no such standards are applicable to the work of a charity organization society.

Diametrically opposed to the policy of concealment in this matter was the attitude of at least one of the conferees that our service cost is our best talking point—something, in fact, which we should feature instead of suppressing. The argument supporting this point of view was as follows:

> Modern publicity demands that a story's first task is to attract the reader's attention. Nothing in our whole field is so startling to the average reader, without being bizarre or sensational, as a frank statement that—say—three-fifths of our society's funds are spent for salaries and other so-called administrative matters, and that we are proud of the fact! On reading such a statement he is all attention. "What a shameless admission! How can it possibly be defended?" From that point on all is clear sailing.

This argument did not go unchallenged. All agreed that featuring so bold a statement at the very beginning of an article or leaflet would attract attention, but two who were present feared that in many cases attention would be fixed only upon the admission and that the explanation would get no reading. One secretary, who objected to the suggested featuring of the service-relief contrast, never uses the word "service" when he makes an address, aiming rather to get over to his audience the very human content of the function to which we have given that technical name. He tells of the needs of our clients, social, educational, and industrial, and the varied opportunities for helpfulness which these needs present. In reply the first speaker admitted the wisdom of such a presentation, but felt that no general public address should be concluded without showing how a society's financial account will look when work is done of the sort described. His conclusion was:

> If I were hostile to the society, and could talk with your hearers subsequent to your address, I could swing most of them over into opposition by stating the bare facts regarding salary cost. But I would fail, in most cases, if you had forestalled my attack by tying up your story definitely to your society's financial statement.

As evidence that it is important thus to forestall criticism, because we do not have the last word when our audiences break up, another secretary remarked: "We lose sight of the fact that almost as many people are talking against us as for us."

The cost of case workers, it was brought out, is fairly well understood in certain cities, but there remains a great deal of skepticism regarding the worthwhileness of our record-keeping, and of the sten-

ographic work which it requires. In discussing this it was contended that if we are watching for illustrations on this side of our work, we will find many that can be brought in, quite incidentally, when we talk or write on the subject. Note, for example, the family in which a widow died suddenly leaving no relatives in town except her young children. Had it not been for the society's record, showing the addresses of relatives in other cities, to whom the children were later sent, these children would probably have been committed to an institution.

In this connection it was questioned whether our case work stories are not top heavy on the side of service. A considerable part of a case worker's time is given to diagnosis and the steps which lead up to it. If telling illustrations are used, is it not possible to explain interestingly what diagnosis is and why it is a process that pays? An illustration referred to was Mrs. Finnigan—the Irish woman left lonely and forlorn when her husband enlisted.* Learning that she had had her husband before a magistrate two years before, the visitor consulted the court records and there obtained two earlier addresses which the woman had not mentioned. At one of them the visitor found Mrs. Finnigan's oldest friend in America, from the same town in Ireland. The two had been very intimate but had recently become estranged. Notwithstanding, the friend agreed to call on Mrs. Finnigan as soon as possible and offered to care for any or all of the children if she should get employment. In spite of the danger expressed by one of those present, that by such illustrations the public would come to think of us chiefly in the light of investigating agencies, it was agreed that there are possibilities in this line that have not been fully realized.

Half way between the policy of concealment regarding salary costs and the policy of frankly featuring those costs stands the practice of explaining service in terms of relief. One of our societies recently had its case workers keep a record for a month of the amount of things they procured for their families—things measurable in dollars and cents, such as court orders, free professional service or institutional care, and wages at jobs obtained through the society's help. To the estimated value of these was added the value of relief given by the society and an estimate of the relief it procured but did not handle. The total so obtained was compared with the amount the case workers received in salaries, and a very decided excess of relief over salaries was shown. It was generally admitted that such a statement had value in that it brought out definitely certain facts to which we frequently refer in very general terms, but the feeling was unanimous that if used for publicity it should be presented only in connection with a rather full discussion of the importance of that large group of services which does not produce values directly measurable in dollars and cents.

Two secretaries felt that we are handicapped by our names—charity organization society and associated charities. It is no wonder,

* See BULLETIN, February–March, 1915, pp. 35 and 36.

therefore, that people think of us in terms of relief. But even this, it was contended in reply, may be made a talking point—at least with people connected at all with churches. Charity came to mean relief in the dark ages, but we are out of those ages now. We are charity organization societies in the original, historical sense of the word "charity": "Though I bestow all my goods to feed the poor, and though I give my body to be burned, and have not charity, it profiteth me nothing."

ANNUAL REPORTS

A brief discussion of annual reports followed the contention of one of those present that the function of such publications was not to interpret the society to its constituency and others, but to recount its progress during the preceding twelve months; it should discuss case work only in so far as there have been some new developments during the year in the problems that work has to solve or in the methods used to that end. In other words, the annual report should not be regarded as a piece of educational propaganda; it is a record of events; the educational propaganda can be published in separate documents or bulletins, and is more effective so.

This view was sharply challenged. It was pointed out that the issuance of an annual report has a psychological news value akin in kind to the publication of the President's message on the assembling of Congress. It is therefore a better vehicle for propaganda than a document issued with no such news value behind it to attract attention. Furthermore, it was felt that a mere record of events could hardly be made interesting to the society's constituency, and therefore the report would have value chiefly to the historian and other students of the charity organization movement. Furthermore, it was contended that educational propaganda—the old, old story of the society's case work—can readily be presented from a different angle each year, the choice being controlled by the particular developments of that year. The work of reconstructing broken families is so varied, and the contact our societies' constituencies have with it is so comparatively slight, that presentations of this sort year after year, each from different points of view, have a cumulative effect that would largely be lost if only a record of the progress of the year is included.

CHARITY ORGANIZATION FICTION

The recent incursions of a few societies into the field of fiction were discussed in view of the possibility that thus a new vehicle might be developed for our propaganda. Two examples of such fiction were referred to—the story issued by the New York society in 1917 entitled "An Adventure in Philanthropy,"* and one recently issued by the Jacksonville society entitled "Virginia Needham, L.B." In New York the booklet, besides being sent to all contributors, was sent

* Single copies of this will be sent, on request, by the Charity Organization Society of New York City. As first issued it was entitled "The Underwood Will"—a title which some at the conference preferred to the one which was later adopted.

to the leading physicians of the city with a letter asking that it be placed on their waiting room tables. From inquiries more than a year later it was clear that the story was still functioning in that quarter. Mr. Karl de Schweinitz, who wrote the New York story, is doubtful whether this means can be used to carry over to the readers any more than an impression of the very human side of our work; that is to say, there must be a real story, and if much attention is paid to the society and its methods of work the propaganda sticks out and the reader's interest is lost.

Has any other society made experiments in this line? More important still, is there not some one within our group, a volunteer it may be, who is close enough to some well known writer of short stories to suggest that he or she consider the possibilities of the case work field—some one who can do for our group what the late Jean Webster did for the child helping group in her Daddy Long Legs, and even more effectively in Dear Enemy? In this connection reference was made to the following quotation from Neighborhood Stories by Zona Gale, a quotation recently used in the annual report of the Newton, Mass., society:

"The idear, as I understand it," says Silas, when the meeting was open, "is to get some Charity going. We'd ought to organize."

"And then what?" asks Mis' Toplady.

"Why, commence distributin' duds and victuals," says Silas.

"Well-a," says Mis' Toplady, "and keep on distributing them all our lives?"

"Sure," says Silas, "unless you're goin' to be weary in well-doing. Them folks'll keep right on being hungry and nekked as long as they live."

"Why will they?" says Mis' Toplady, puzzled.

"Well, they're poor folks, ain't they?" says Silas scowling.

"Why, yes," says Mis' Toplady; "but that ain't all they is to 'em is it?"

"What do you *mean?*" says Silas.

"Why, I mean," says Mis' Toplady, "can't they be got goin' so's they sha'n't *be* poor folks?"

Silas used his face like he smelled something. "Don't you know no more about folks than that?" says he. "Facts is facts. You've got to take folks as they are."

"But you ain't taking folks nowheres. You're leavin' 'em as they are, Silas," says Mis' Toplady, troubled.

Mis' Silas Sykes spoke up with her way of measuring off just enough for everybody.

"It's this way Silas means," she says. "Folks are rich, or medium, or poor. We've got to face that. It's always been so."

Mis' Toplady kind of bit at her lower lip a few times in a way she has, that wrinkles up her nose meditative. "It don't follow out," she says firm. "My back yard used to be all chickweed. Now it's pure potatoes."

Another possibility was mentioned in this direction—the publication of case stories to which a fictional treatment is given. It was recognized that these are hard to write and that they can present only those phases of our work in which details of strong human interest are conspicuous. In such writing, as in all of our more important educational productions, it was recommended that the practice be adopted of submitting the manuscript to several people for very frank criticism. Especially valuable are criticisms from those of our friends who are not at all in touch with charity organization work. The following is an illustration of what is meant by "fictional treatment."

How Pasquale Became A Gentleman

Pasquale Avator has had his great adventure. He has been an American gentleman. Yesterday for one glorious hour he was what for nearly fifty years he had striven in vain to be.

That he might be an American gentleman he left prosperity in Italy. For this he endured hardships in America. He had thought to attain his ambition by becoming a millionaire. He eventually achieved it through the aid of the Charity Organization Society. In early manhood there came to Pasquale, born a member of the proletariat, tales of how in America people of humble birth rode in luxurious carriages and behind high-stepping horses. In America one could acquire all the pomp of nobility. One only needed to become a millionaire, and after that everything was easy.

Pasquale thereupon determined to become an American citizen. Before he was able to emigrate, however, he fell in love. With marriage came a postponement of his plans. He settled down to business in Italy and at thirty-five was making a comfortable living, his desire to become an American gentleman almost forgotten.

Then his wife died. Gradually the old ambition began to burn more and more brightly within him. He sailed for New York, and perhaps he might soon have obtained some of the luxuries of fashion had not his chivalry prevented. He had scarcely landed when his second cousin, a young woman, was entrusted to his care by her dying mother. Pasquale concluded that the only way he could take care of her and at the same time observe the proprieties was to marry her.

And now his chances of saving a million dollars rapidly became poorer, for each passing year found a new baby added to the family, until the number of children was exactly one-half dozen. The million dollars soon became only a dream, and Pasquale devoted all his energies to getting enough money together to pay the rent. His stiff, upstanding hair began to be tinged with gray and to lose some of its thickness. He was obliged to wear spectacles, and an attack of stomach trouble drew the fulness from his cheeks, leaving only a tight, sallow skin. No one who saw him at his business of mending roofs would have recognized that in this aging fellow was the soul of an American gentleman. Pasquale did not even recognize it himself.

His sickness grew worse. He was no longer able to work regularly and the Charity Organization Society was called upon to help. It was decided that Pasquale should be sent to the country to recuperate, and he was assisted to obtain a new outfit.

In a natty blue suit of clothes, with shoes shined to a patent leather polish, his spectacles exchanged for glasses which hung from an aristocratic black ribbon that was attached to the lapel of his coat, and his rebellious hair brushed up until it became in itself a distinction, Pasquale bowed a courtly farewell to the society visitor and boarded the train for the country.

The society's visitor, knowing how much Pasquale wanted to be an American gentleman, told the kindly keeper of the convalescent home about it. The latter decided that Pasquale's wish should be fulfilled, and yesterday a limousine, with the back thrown open, and with a chauffeur in puttees and close fitting gray uniform, called to take Mr. Avator for a ride. The incipient American gentleman was ready. With glasses dangling carelessly from his fingers, he passed through the door which the chauffeur had opened for him.

The driver climbed to his seat and clicked the self-starter. The engine began to hum and the car was about to dart forward when Pasquale leaned out and spoke to his host. "Have you a cigar?" he asked.

The host presented his case. Pasquale selected a cigar, clipped off the end with the cutter which his friend thoughtfully handed him, and gracefully used the proffered match.

The car started. Pasquale blew a cloud of smoke from the cigar, twirled his fingers in a graceful farewell, and departed aristocratically alone in what, for an hour, would be his own motor—an American gentleman at last.

A further vehicle in the field of fiction is the charity organization play. The one presented at the Philadelphia Exhibit early in 1916,* and repeated at the charity organization luncheon in Indianapolis a

* See BULLETIN for March, 1916, p. 47. See also the "Symbolic Scenes" described in the BULLETIN for January, 1915.

few months later, was modified somewhat and used by the Associated Charities of Washington at its annual meeting. It would seem as though this field might be more thoroughly developed. No one feels that the plays so far written are what they should be. We await word that something better has appeared. The chief difficulty connected with any dramatic presentation is the reaction upon our clients if any of them should learn that the tragedies of their lives were staged before a well-to-do audience. This danger is greatest if the audience is excited to laughter when well known people appear in costumes and talk in the dialect their parts may require. A good test of whether a play meets all the requirements or not would be our willingness to invite a group of people from a poor neighborhood to see it. Jane Addams, it was stated, applied this test, when giving addresses about her settlement, by taking some one from the neighborhood with her whenever she spoke.

The question of plays brought out the fact that up to date no motion picture film exists which portrays our work. The work of tuberculosis societies has been "filmed"; also facts relating to child labor, school centers, etc. Whether the more subtle facts of charity organization work can be presented through such a medium is still to be proved. Two scenarios which satisfied several critics as being interesting stories have been refused by the leading producers when presented to them by the Charity Organization Department. Does any one think he can do better? The field is an important one which the critics of our movement have been quick to enter. Can we move in the opposite direction?

BULLETINS

There was general agreement that a bulletin issued to contributors and others is a real help in stimulating interest and increasing general intelligence regarding our work. The great obstacle is that of expense unless second class postal rates are enjoyed; and at present these rates can be obtained only with difficulty, because the society must be able to show a list of paid subscriptions to the bulletin. The Newark society accomplished this end by asking contributors to send a special 25 cent subscription for the bulletin, or to allow 25 cents of their contribution to be applied to this purpose.* The above procedure is required under the general Act of 1879. It appears, however, that in 1912 a special act was passed by Congress applicable to institutions of learning, lodges, benevolent societies, state boards of charities, etc., under which much more liberal second class privileges are granted. If this act were amended to include "incorporated char-

* The Charity Organization Department will furnish further details regarding the Post Office regulations to any who may be interested. The secretary of the Minneapolis society writes:

"I think the societies are unnecessarily afraid of asking their contributors to have a small amount deducted from their contributions as subscriptions for a periodical. We have not found that it has in any way limited or diminished our contribution list. At first we received 15 protests out of 2,000 requests; the second year I do not think our protests amounted to more than 3 or 4 and this year so far we have received none."

itable organizations" any charity organization society could have the very cheap rates referred to—one cent per pound—by merely showing a paid-up membership list of 1,000. Senator Frelinghuysen of New Jersey has expressed himself favorably toward introducing a bill to effect the needed amendment. All at the conference agreed that this was a desirable step and announced their readiness to use their influence in favor of the bill as soon as notified that it has been introduced.

The Newark society owns a multigraph with printing attachment and prints its bulletin on it. Aside from addressing the bulletins, the entire cost each week, for 1,000 copies, is less than $5.00. The Minneapolis society's bulletin costs $12.25 per week for printing.

ADDRESSES

Public addresses are being used for propaganda purposes to an extent not always realized.* In the course of a year one society arranged to have 56 talks given by its staff members and volunteer workers. These were chiefly before church organizations, but high schools and near-by colleges were also included. Difficulty frequently is found in obtaining a sufficient number of speakers who are thoroughly in touch with the society's case work. To meet this difficulty one society represented is experimenting along lines which were described as follows:

> The problem is one having two solutions: To take recruits from the case conferences and train them as speakers, or to take speakers of tried ability and train them in our case work details. The latter is the easier task and has the added advantage of bringing to our program the backing of the personal influence of the speakers. How can we get our story to them in such a way that they can make it real to an audience? In this matter we can do no better than follow the example of the United States Government when it wanted to organize a whirlwind speaking campaign in behalf of the first Liberty Loan. It assembled all the facts. It employed clever writers to put them into chatty, readable articles. It did not resort to a book or pamphlet, but depended on brief "talks" on every conceivable phase of the subject and sent these out to the men who had signified their willingness to aid in the speaking campaign. These "talks" were fed out week by week, so that the data was gradually absorbed by the speakers. This plan is now being tested for our society's work. Nearly a hundred men and women have consented to our plan, and we have so far sent each of them four of these short talks. These people—particularly the men—could not go into an exhaustive treatise about our work, but we believe that they will read a series of chatty talks about it.

From the same society came the following suggestions for obtaining opportunities for our speakers to be heard:

> Securing a hearing for our speakers should present few difficulties anywhere in these days. There never were so many organizations nor so many meetings. . . . The clergy may be asked to make a place on church organizations' programs; also the leading women's clubs and improvement associations. The request may be made to the secretary or president of such organizations but, whenever possible, I have found it much more effective to ascertain the name of some member who is already a friend of our society—a contributor of long standing or a man who refers many cases to us—in short, some one who knows something of our work and might be expected to do us a

*For an earlier discussion of this subject, see the BULLETIN, July, 1916, pages 105 and 106.

good turn. Such a request has added weight and is rarely turned down. In addition to these methods, a newspaper story offering to supply speakers for various programs, followed by news stories of meetings addressed by various speakers on our work, will bring requests from unreached groups.

This society has prepared a manuscript speech, copies of which are given to any who wish an address which they can read before some group with which they are connected. The following interesting suggestion was offered:

> Such a story as "An Adventure in Philanthropy" and the more recent "Virginia Needham, L. B." would be welcomed with delight at such informal gatherings as the hundreds of Red Cross circles, parents' and teachers' clubs, etc., that meet at stated intervals and do certain definite tasks—usually while one member reads some popular novel or the latest war horror. By getting these groups to hear our story in fiction form, read by one of their own members at a meeting prefaced by a few general remarks, might we not enlist a great many tellers of our case work story and reach many groups which would bar speech-making at their meetings?

No other society represented at the conference had experimented with a manuscript speech. Has any other society made the experiment? If so, may the Charity Organization Department have a copy of the speech? It was suggested that by comparing different manuscripts used for this purpose a new one might be produced which would embody whatever was best in each. The Charity Organization Department will be glad to coöperate in any steps the societies wish to have taken along this line.

Can lantern slides be used to explain case work? At least can they furnish talking points which will make an address somewhat more intelligible? The Baltimore and Newark societies have attempted to accomplish this.* Lists of the case work slides these societies have used have been sent to the Charity Organization Department, and copies will be furnished to any society wishing them. They should prove suggestive. Other subjects capable of use on lantern slides are pictures of paintings or statuary in which conceptions of some phases of our work are portrayed allegorically, and cartoons such as are used for exhibits. Even a picture of a case conference in session might be used as a talking point.

The Baltimore society has tested the automatic stereopticon—a device operated by a motor which displays pictures one after another on a ground-glass field. It may be used even in daylight—for example, in a vacant store window. The test indicates that the machine is not at all suited to case work slides. For that purpose so many of them must be "reading slides" that the passer-by is not attracted to them. Moreover, a specialist in exhibit matters reports that tests have been made regarding the usefulness of such machines when used almost exclusively with picture slides. It was found that ordinarily only a small percentage of people looked at more than five pictures. The

* Another possibility in the use of lantern slides to illustrate case work is suggested by the so-called "motionless moving picture," prepared by the Cleveland society in 1914 and used somewhat by other societies since that time. This was entitled "Out of the Depths" and several of the pictures were reproduced in The Survey for March 6, 1915.

automatic lantern may also be used by a lecturer to save the expense of an operator, but that saving is counterbalanced by the fact that the lantern is heavy and therefore expensive to transport.

NEWSPAPER PUBLICITY

Newspaper publicity presents many technical problems in regard to which most secretaries of charity organization societies have very limited knowledge. They, therefore, fail to get the assistance from the press which is obtainable when more skilled methods are employed.* For example, few secretaries recognize the news value of the facts which their case work is discovering every day. Newspapers are keen for such facts. One secretary who has had newspaper experience stated in this connection that on the bulletin board of the office where he was employed there was a standing notice to the effect that every reporter was expected to turn in three human interest stories every week in addition to his other assignments. This secretary emphasized the following as, in his judgment, essential in a society's newspaper policy: (1) One person should be made responsible for its publicity. He or she should gather the material, prepare it, and present it to the press. (2) All workers should be on the lookout for news, and should be trained to detect it by the one responsible for the society's publicity. This secretary uses a special letterhead for his press service. He varies his style of writing, making it more or less dignified, etc., according to the type of paper for which the story is being prepared. Whenever he has time, he supplies the necessary headings and sub-headings at the top of his story. In doing this he follows rigidly the form established by the paper to which the copy is to go, even to the counting of the number of letters used by the paper in each line of each heading. He has had considerable success in obtaining space for more elaborate stories in the Sunday papers. It is, of course, essential that a society cultivate the friendship of reporters and editors. One means is to express our appreciation to them for help given.

Representatives from cities other than New York were opposed to paid advertising, holding that in their cities it is an unnecessary expense and interferes in the future with the publication of stories as news items. It was also pointed out that when paid advertising is undertaken in one paper, it must be extended to all.

The conference closed with a frank agreement to disagree regarding the wisdom of financial appeals in newspapers or elsewhere based exclusively, or nearly so, upon the needs of our clients for relief. Most of those present are opposed to such methods. There was no dispute as to their probable effect upon the man who knows nothing, otherwise, regarding the society; he learns that it is a relief society, but he rarely thinks of it as anything more. He is thus left an easy prey to the man who later on throws out the salary argument in his

* Valuable suggestions from a secretary who was formerly engaged in newspaper work will be found in the BULLETIN for March, 1913. See also the issue for July, 1916, page 106 ff.

hearing, or in a newspaper attack. By such methods we augment the false impression in the public mind which it is our hardest task to remove. In defense of this policy it was pointed out that after a man contributes on a relief basis, we can educate him to the meaning of constructive work. But for one who contributes, probably fifty others who have read the printed appeal do not contribute and thus are not affected by our educational efforts. It was argued, moreover, that by such means it is possible to get money which would be unobtainable otherwise, and that services are thus made possible to a larger number of those who need them. This contention found no support. More money might be obtainable for a few years, but the society following such a course lays up trouble for itself in the future. And it is not financial trouble alone.

The question is closely related to one discussed earlier in the conference—the wisdom of newspaper appeals for special families. One of those present reported the reply made by a prominent social worker in another field, whom he had rebuked in a bantering way for referring to a certain charity organization society as a "relief society." The reply was: "Oh, yes, of course I know it isn't a relief society, but we all think of it so. And how can we help it when almost the only mention of it in the papers, day after day, is its appeals for relief for this or that needy family."* Such a criticism is undeserved, in part, if the appeals are so written that the reader is made to see that the families' needs are not all material needs, and that the society's plans for them involve more than food, coal, and rent. In some cities the papers are comparatively liberal with space and the constructive side of each family's story can be brought out in the printed appeal. But in other cities—even at the time of the Christmas Opportunities—the stories submitted by the societies are so cut down by the papers, or the limitations as to space imposed upon the societies are so strict that little beyond a relief story is possible. Even where more constructive write-ups are possible, the fact stands that contributions are asked solely for relief. This fact justifies the papers in their almost universal practice of featuring relief in all headlines used. Most readers see only the headlines and they receive much the same impression regarding the society's work as is given by the general relief appeal referred to above. It is for this reason that a considerable number of our strongest societies issue no newspaper appeals for special families. The representative of one society reported that its directors had discussed the question at least a dozen times in the last two years, but that there now seems no probability that it will adopt this method of appealing.

* One of those present, who favors special family appeals in the newspapers, points out that, in his city, in contrast to the city just referred to, "the newspapers carry with equal prominence news stories of the constructive work done by the society," and these two forms of publicity dovetail together in the public mind.

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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CONTENTS

TAKING STOCK AFTER A YEAR OF WAR*

By STOCKTON RAYMOND
General Secretary of the Associated Charities, Columbus, Ohio

"TAKING STOCK" necessitates a survey of assets and liabilities. Case work teaches us that strong points must be discovered and utilized in helping families to overcome their difficulties, as well as that weaknesses should be known and guarded against. It is no less necessary for us to face squarely the facts regarding our own assets and liabilities.

First, then, what assets have we, as charity organization workers, that have been enhanced, or at least not impaired, by the war?

The war has not affected adversely our traditions and standards. Red Cross Home Service is responsible for the acceptance of the methods and principles of charity organization work by thousands who before the war knew nothing of them. Our work is better understood and more widely accepted than ever before.

Many members of our staff have been drafted for work in other fields. The loyalty and devotion of those who remained have been severely tested. All have responded nobly. Heavier duties have been willingly undertaken and the responsibility for training new workers accepted with splendid spirit. Our seasoned workers have done their utmost to pass along the best of their experience and the highest ideals of our work. The desire to learn and the eagerness of the new members of our staff to do their work not only as well as but better than it had been done before, coupled with the loyalty of the few experienced workers who remained with us, made possible the assimilation of the former without impairment of standards.

The first year of the war has been remarkable for the development of a wide-spread desire to serve. Thousands are doing war work who never before were interested in anything except their own advancement and their own pleasures. There is a keener sense of community responsibility than ever before. If by religion is meant unselfishness, the past year has witnessed a great advance in the spiritual growth of the community.

As a result of the war vice conditions are greatly improved, and venereal disease, for the first time, is receiving serious consideration on all sides.

Because of waste of life involved in war and the startling facts disclosed by the physical examination of the men called to the colors under the draft law, there is increased interest in the conservation of life and health. We are entering upon the children's campaign with hope of accomplishment. We see more clearly the necessity not only for fighting disease but for promoting health. Medical inspection, recreation, sanitation, pure water, food, and milk, and other means for preventing disease, are today of more general interest than ever before.

* One of several brief addresses on this subject given before the American Association for Organizing Charity at Kansas City, May 15, 1918.

As a result of military service, the low tide of immigration, and war industries, unemployment is no longer a serious problem. Now, if ever, is the time to deal effectively with the vagrant and the man who fails to support his family.

Food conservation requires knowledge of home economics and dietetics. These subjects are being taught more extensively today than we dared hope for a year ago.

Thrift, too, is being effectively taught. The war savings campaign is reaching a large percentage of the people.

Before the war the treatment of handicapped men was largely neglected. After a year of war this subject is receiving careful thought with the probability that effective measures will be taken to insure handicapped persons a chance for vocational re-education that will enable them to become useful, independent citizens.

These are some of our assets. Surely we have no cause for discouragement. But the war has brought many difficulties that must be squarely met.

The loss of trained workers is a serious blow to any organization. This is especially true of the difficult and delicate work in which we are engaged. If we fail to insist upon training that will develop thoroughgoing case workers there is real danger that the loss of workers will result in poor work. War agencies are offering salaries in excess of those paid by our society. The charity organization worker who has just begun training must have a clear vision if she does not seek to follow the example of her friend, who, being equally a novice, accepts a position at $100 per month in war work.

Recently one of our visitors, after a few months' training, left us to accept a position in war work. The war agency did not get an experienced visitor and the training of this worker was inopportunely interrupted. The Columbus Associated Charities takes pride in sending its well trained workers to more responsible and better paid positions. It objects to the loss of workers in course of training. The war agencies defeat their own purposes when they bid for the services of untrained workers. Their standards as well as ours are involved.

The will to serve is a by-product of the war. Ordinarily it is an asset. When ill directed it becomes a liability. Wise leadership is necessary to prevent ill advised action by persons who want to do something but have not the knowledge to properly direct their energies. We have found it quite as necessary to oppose new projects as to promote them.

The high cost of living is a liability of the Associated Charities. Wages, especially of unskilled workers who cannot do heavy work, have not kept pace with the increasing cost of living. Pressure is often brought to bear to compel the Associated Charities to supplement wages. We have taken the position that this is unwise, although often we have been able to serve in other ways families engaged in a losing struggle with the high cost of necessities.

Coal, last winter, was hard to buy and even harder to deliver.

An arrangement for delivery by the City Street Cleaning Department proved both expensive and unsatisfactory. We plan, during the summer, to supply a few of our allowance families, but look forward to the coming winter with little assurance of being able to secure promptly the coal we shall need.

The demand for labor has opened up new opportunities for women to work. This must be regarded as a liability, in so far as, driven by the high cost of living and attracted by the ease of securing employment, women find work and of necessity neglect their homes and their children. Women will be needed more and more in industry. Social workers should do their utmost to see to it that those respond first who can best be spared from their home duties. In Columbus, colored women are being employed at night in factory work. Irrespective of social status or other considerations, such employment is, of course, objectionable.

The Juvenile Court reports increased juvenile delinquency. Employers say that employees are absent frequently from work. A survey of a number of industrial plants in Columbus showed an average daily absence among unskilled workers of eight percent. In some plants such absences ran as high as thirteen percent. The City-State Employment Bureau tells us that often men apply only for work that will take them away from the city. Rumors of fabulous wages being paid in other parts of the country increase this feeling of unrest. Uncertainty as to when men will be called under the draft law is also an unstabilizing factor. Do these things indicate a tendency toward the disintegration of family life?

The influx of colored people from the South constitutes another liability to the Associated Charities. It is estimated that six thousand of these people have come to Columbus during the past eighteen months. Many of them are unskilled and not easily adapted to their new surroundings. Some have come without plans for the future and some without even temporary means of support. Many of the children have had scant educational advantages.

Another of our liabilities arises from the danger that interest in war work may overshadow interest in the work of the Associated Charities. Unusual efforts have been required to maintain the efficiency of our district committees during the past year.

Even the thrift and food conservation campaigns present occasional complications. Our families must not be permitted to buy thrift stamps at the cost of health and the conservation of food must not result in undernourishment. One of our responsibilities is to see to it that knowledge regarding the use of substitutes, etc., keeps pace with the regulations of the food administration.

On the whole a survey of our assets and liabilities as charity organization workers after a year of war indicates that many of our assets have been enhanced and that we are a solvent, going concern. Family life, however, is being subjected to new and subtle dangers. Here is to be found a challenge to our resourcefulness and energy as case workers which must not be evaded.

TRAINING HOME SERVICE VOLUNTEERS IN DISTRICT OFFICES*

By BARBARA S. QUIN
Secretary of the Kennedy District, New York Charity Organization Society

THE INDIVIDUAL district secretary in the New York Charity Organization Society has been singularly free as to the method to be employed in the training of Red Cross volunteers for Home Service. We know they are to have so many hours of theory at the Institute lectures, and so many hours of field work, covering six weeks. We also know that it is desirable to cover as much practical work as possible during that time, so that the student may have at least a nibble at a first interview, the investigation, the making of a plan, and the carrying of it out.

Six weeks is at best a brief and inadequate period in which to gain any conception of the possibilities, the fascination, the intricacy of case study, and of such intimate contacts with human beings in their complicated relationships to life and to each other. Therefore, it behooves us to exert all our ingenuity, all our skill, in making the lure of the work tell, and in stimulating the zest for further knowledge.

The students come with varied equipments, some college bred, some experience bred, some led only by a sentimental desire to "help the dear soldiers' families," some with a hobby, and some a real interest in which they feel they must immediately specialize. The applicants for the course are weeded out before they come to the district, and those who seem hopelessly incapable because of lack or kind of preparedness, or who feel, as did one I remember, that her experience had been so complete that she herself was quite able to help the district secretary in giving training to others, are in some tactful way made to change their minds and not attempt the course. Those who reach our offices, therefore, are the most promising of the group. As a whole, those I have known have been stimulated by a conscientious desire to be of use, and to prove it by arduous stair climbing and the keeping of regular hours. They have, on the whole, been faithful, and interesting to teach. To many, the opportunity for this training has been the first opening for an interest long dimly realized, but for some reason unnourished. There has been a distinct feeling that this is "their bit," to use the hackneyed phrase, and that they should face it as they have not faced any other volunteer activity.

The volunteer in my office has begun in all instances with the reading of one or two case records, where the steps in case work are clearly defined, and where there is an interesting style of record writing; for it is difficult at first to use records, and interest must be held and stimulated. The record is one, also, in which enough time has elapsed to make constructive work possible, and in which that takes precedence over the giving of relief. During this reading the

* One of several short addresses given at a meeting of district secretaries held at Kansas City, May, 1918.

volunteer can learn the face card and its use, the keeping of a cash card, how to handle the record, the use of letter abbreviations for other societies, and as many other details as she is keen enough to discover. She makes out a list of questions and topics for later discussion with the district secretary, and, finally, her criticism of the case as a whole. This is, of course, valuable to the trainer, who can thus learn the literary style, the keenness of mind, and the critical faculty of the student; and she can also secure the key to points of view, and to many elements of difficulty that there may be in the making clear of the essence of case work to this particular person.

The trainer can then tell, somewhat dogmatically, the ways in which the record is of service, why it is kept, and how, thus leaving in the student's mind, at the very beginning, no doubt as to the permanence and value of the written word. She can also set forth the value of the Social Service Exchange, and the mechanical details of the work, also the necessity for knowing them so well that they may be as useful as one's A B C's and as easily used. Their importance must be made clear, and their use indicated. One cannot begin too soon to make that fact apparent. If these details can be made to seem sufficiently fundamental, as are the parts of speech and their forms in beginning a new language, they will be accepted with greater ease and prove less of a stumbling block, for it is disastrous to teach them in such a way that they do not fit in and never cease to be a burden.

The record read is usually one in which further service of a kind within the student's ability is needed, so that she may be able to make the acquaintance of the family. She continues to visit this family throughout her training, and can study, in this natural way, certain details of treatment and their practical outcome.

Next come odd errands of different sorts, always involving the reading of a record, and upon her performance of these errands depends the rapidity with which she is graduated to more responsible duties; strategical times always being chosen to bring in information as to further fine points of case work, and to answer any questions that may arise as to policy, coöperation and the like.

Then a new case is given her, but one in which the first interview has been made. She is set to picking out from the interview the clues to further investigation, and is taught how to use the face card carefully. She is given an opportunity to ask questions, and is supplied with any information as to people to approach in particular agencies and as to the sort of information that each clue may be expected to yield.

In writing up this work, she is told more of record writing, the district secretary illustrating from the student's own experience her particular weaknesses and strong points. By now, the time has usually come for the discussion of the use and value of investigation.

The student, to my mind, should be drilled in several cases requiring investigation before she is sent on her first interview, although here the personal element enters in, and if she takes to case work

readily, and does it naturally and easily, she can the more quickly take her next step. The client is always of first importance, and until the student knows her way about, and has had time to draw her breath and get her bearings, she should not be inflicted upon any client for so intimate and personal a thing as a first interview.

When she does go, she usually goes with few instructions, but has for use what she has gathered from her record reading, and from her own thinking on the subject. If she can be made to feel enough interest, enough necessity, and enough naturalness about a first interview, and if, by now, she has grown used to the mechanism of the work, she will be more easy and more successful in finding her own method of approach.

Of course, as we all know, interviewing is an art; and so high do I place the skill of an expert case worker, as to believe that she is born specially gifted, and that therefore few are to be found, who, without a struggle, and long and careful training, can do excellently well.

Often the student is half way through her training before she can take a first interview, and if she cannot compass the whole of training, cannot take an even approximately good interview, or do a thorough investigation, she may need an extension of training; or she may have to be used as a friendly visitor, or to do selected bits of service on cases that are primarily some one else's responsibility. Many women are by life and experience qualified to teach homemaking and child care, or to do any number of services, to whom case work as a whole is not fitted, and to whom it does not appeal.

To any great extent, a student cannot have practice in coöperation and treatment who is to be trained in a short time. She can be given responsibility, and every opportunity to think and act and express her own ability, but six weeks cannot be more than an opening gate to the world of human beings, and the inadequacy of the training and the briefness of the time can hardly be overemphasized. The trainer and the student, however, though dissatisfied with what they have been able to do, will feel that all has been an interesting experience, a stimulus to further training and an incentive to further effort.

WILL SECRETARIES PLEASE NOTE?—A correspondent whose fairness we can vouch for complains that some of her letters of inquiry addressed to associated charities in other cities—letters containing the confidential details now regarded as necessary for good inquiry work—are actually shown to the persons visited. Thus, a relative writes: "Miss So-and-So, of the Associated Charities of X——, has shown me your letter concerning my father." This is only one of a number of similar instances. Will all general secretaries who read this notice please assure themselves that no such grave blunders are being made in the case work for which they are personally responsible?

THE LONG-TERM VOLUNTEER

SUGGESTIONS FOR AN OUTLINE OF TRAINING, WHEN THE VOLUNTEER COMES FOR TRAINING WITH NO RIGID TIME LIMIT

REPORT PREPARED BY A COMMITTEE OF THE 1918 CHARITY ORGANIZATION INSTITUTE

I. Value of this kind of volunteer should be recognized.
   1. She is most likely to remain indefinitely with the district.
   2. She will be able to take over some of the actual case work when trained.
   3. She will be very useful in training other volunteers.
   4. She is a vital part of our community program.

II. If possible, theoretical training should accompany field work.
   1. A course of about twenty lessons might prove satisfactory.
   2. This would preferably be a class including volunteers from different districts.
      a. To make the volunteer feel she is an integral part of the whole organization.
      b. To create *esprit de corps.*
   3. It could include talks by specialists in special fields.
      a. Giving volunteers a chance to meet such people.
      b. Giving volunteers an idea of the work and worth of other social agencies.
   4. It should be taught by the best person available.
      a. Teacher should understand the point of view of the volunteer and that of the field supervisor.
      b. Teacher should have real ability to teach.

III. It is essential to have clear in our minds the fundamentals which such a volunteer should get in the course of training. These are:
   1. Definite knowledge of the meaning and importance of social case work and its technique, which will include
      a. Understanding of the real purpose of a case record and its use.
      b. Understanding of case work as a basis for social reform.
      c. An underlying philosophy of social case work.
   2. Understanding of the family as a social unit.
      a. Realizing the impossibility of separating the individual from his family background or the family from the individuals who make it up.
      b. Realizing the impossibility of dealing with the family apart from the community of which it forms a part.
      c. Recognition of the problems and possibilities existing in the individual family life.

3. Thorough knowledge of the community.
   a. Its resources.
   b. Its history and landmarks.
   c. The characteristics of the nationalities found there.
   d. The local characteristics of the political, religious, and social life found there.
4. Ability to carry through a complete investigation, to make a diagnosis, and carry out a plan based on these. This includes training in technique of
   a. Record writing.
   b. Summaries.
   c. Letters.
   d. Telephoning.
   e. Office routine.
5. Realization of the vital part taken by the case committee in the work.
   a. Including a knowledge of
      (1) Its method of organization—both ideal and actual.
      (2) Its composition—both ideal and actual.
      (3) Its value.
   b. An understanding of committee decisions.
      (1) Their importance.
      (2) How they are carried out.
   c. Understanding of method of selection of cases to be presented.
   d. Actual experience in presenting cases in committee and carrying out committee decisions.
6. Thorough knowledge of the organization giving the training.
   a. Of its early history and development.
   b. Its influence on other social movements.
   c. Its present field.
   d. Its organization.
      (1) Administrative.
      (2) Financial (administrative expenses, special relief).
7. Knowledge of other social agencies in the community.
   a. Their general policies.
   b. Their point of view.
   c. Realization of the interdependence of all social agencies.

IV. These fundamentals are suggestive of the methods of training to be used.

1. In most instances the first training should be given in the office.
   a. The first contacts can then be made under close supervision.

(1) Through study of a case record.
(2) Through personal conferences.
(3) Through observation of office methods.

b. One type of volunteer requires usually an immediate contact with a family, or at least an opportunity to do something for a family.
(1) This could be some definite task such as arranging for medical care.
(2) A simple piece of investigation can be given.

2. The volunteer's work should centre about a few families.
a. She can get more helpful experience in this way.
(1) It offers a chance to think things through.
(2) It shows up results, both good and bad.
b. This may also give her more feeling of direct responsibility.

3. The danger of disconnected errands is not so great with the long-term workers.
a. An emergency often develops more initiative.
b. Errands often show up new sides of the work.
c. The long-term volunteer can afford to give the time.

4. Opportunities to get in touch with coöperating agencies should be recognized.
a. The volunteer should get acquainted with their offices and staff.
b. Their methods and policies can often be learned through coöperation in a single situation.

5. Committee work forms an important part of the volunteer's experience.
a. The case committee is one of the chief means of educating the new volunteer.
(1) Time of beginning attendance depends upon the characteristics of the individual volunteer.
(2) Knowledge of its value, etc., comes largely through experience.
b. Other committees develop increasing sense of community needs, i. e.,
(1) Neighborhood or community committees.
(2) Housing committee.
c. Financial committee
(1) Offers many opportunities for the volunteer to help to educate others.
(2) Gives more thorough understanding of the financial systems used.

ANALYSIS OF A FIRST INTERVIEW

PRELIMINARY

MR. B called at the central office of the C. O. S. with a letter from Dr. K. The letter stated that Mr. B had gangrene and had been forced to have one toe amputated; he had been out of work two months and would not be able to return for two weeks. Mr. B, after giving his name and address and the names and ages of his children, asked an immediate loan. He was told some one would call later in the day.

SCENE

Mr. B was a large, well built man with a very mild, kindly face and abundance of light reddish-brown hair. Mrs. B was little, thin, and worn, neat in her striped house dress, clean apron, and shining coils of dark brown hair. Karl, about nine years old, was substantially dressed in a blue gingham waist, corduroy trousers, and heavy black shoes. Elsa, seven years old, looked very prim with her two neat braids and her starched white apron. The baby, only a few months old, slept quietly in the kitchen during the whole call.

The B family was living on the ground floor of a four family tenement which had a fairly large yard. Near the door to the B's apartment was a newly made garden. The neighborhood was one which had become crowded and dirty within the past few years owing to the growth of industry.

The conversation took place in one of those neat kitchens so frequently used as general sitting-rooms. There was a cot upon which the small baby slept, a coal range with a boiling stew of meat and vegetables upon it, and on the shelf of the sink stood a rather large baking neatly covered with a white cloth. At the windows were clean white curtains edged with crocheted lace. The only decorations on the walls were two pictures of saints. The door of the bedroom next the kitchen stood open, revealing a white covered bed built high with feather mattress and quilt. The mended chairs, the use of all the space in the kitchen, everything bespoke thrift and orderliness.

THEY	THE VISITOR
Mr. B met visitor at the door and, in broken English, said he wished no assistance since it could not be granted without so much trouble.	
	A heavy shower had come up and the visitor, who was without an umbrella, was dripping wet. This accidental circumstance assured an easy entrance and needed shelter.
	(*Mental Query.* As I see the children studying, I connect the school and home gardening.)*
	Q. Did the children learn to make the garden at school?
A. (Both Mr. and Mrs. B.) No. (Mr. B.) I was a farmer in Austria.	
	(*M. Q.* I wonder why he came to the city. What occupation has he?)
	Q. Why didn't you go to a farming community when you came here?
A. I was a bricklayer and can earn more in the city.	
	(*M. Q.* Where does he work and how much does he earn?)
	Q. But you can only lay bricks during the summer months and though the wages are high you don't earn any more in the end.
A. I had an inside job this past winter at 66 cts. an hour.	
	(*M. Q.* What kind of bricklaying inside—inside walls or furnace?)
	Q. I suppose even if you hadn't been sick the lockout (builders' supplies) would have thrown you out of work.
A. My job didn't depend on supplies.	
	Q. Did you work at a steel furnace?
A. Yes.	

* These entries, marked *M. Q.* hereafter, are the unexpressed questions that came to mind as the visitor continued the interview.

THEY

A. I don't know, but that's where I worked. I started last September and was burned on the foot after I'd been there a week. I had to stay home a couple of weeks.

A. I didn't know about it and so let it go.

A. No, it's my other foot. The gangrene just came itself.

A. Yes.

A. (Mrs. B.) When I was confined three months ago I had a midwife but was so sick I had to get Dr. E. (Mr. B.) My wife had to be in bed seven weeks. That was an expense too.

A. (Mr. B.) I left ten years ago.

A. I didn't come right to X—. I lived in Perth Amboy one year. I lived on the North Side and finally moved to the South Side three years ago.

A. (Mr. B.) I have none.

THE VISITOR

Q. The Congdon furnace is the only open hearth process, isn't it?

Q. I suppose you received compensation?

Q. Was your injury at that time the cause of your gangrene?

Q. Did Dr. K take care of you last September too?

Q. Does he always take care of your family?

(*M. Q.* How long have family been here? What is their present financial status?)

Q. Before leaving Europe did you notice anything to make you suspect this war?

Q. Then you and Mrs. B have seen a lot of changes in this neighborhood.

(*M. Q.* Where are the relatives? How long have Mr. and Mrs. B been married?)

Q. Are your relatives in Perth Amboy?

THEY

A. No. I married in Austria. Karl was born there. My wife brought him to X— when he was only six months old. He is the only Slovak child I have.

A. (Mrs. B.) No.

A. (Mr. B.) Our Slovak church over here hasn't any school. The children go to Jefferson School.
(Here a man with his finger bandaged came in and Mr. B stopped short.)

A. I was hurt at the same place he was.

A. Not yet, but I'm expecting it any day. He (pointing to Mr. B) ought to get it too, but he hasn't even applied. His gangrene came on him at work.

A. (Mr. B.) My check number is 50.
(Newcomer.) My name is August F. I'm Mrs. B's brother.

A. (Mr. F.) No, I'm her brother-in-law. Her name was Elsa T. I married her sister and left her in Massachusetts. I came here to work because I could earn more.

THE VISITOR

Q. Did you marry after coming to X—?

(*M. Q*. What church and school?)
Q. Can Karl read in Slavish?

Q. I thought he might possibly go to a Catholic school.

(*M. Q*. Who is the newcomer? What can I learn from him concerning the B family?)
Q. (To newcomer.) So you've been injured too?

Q. Did you get compensation?

Q. Possibly the matter should be looked into by the Commission. Would you like to give me your name as one who knows Mr. B's condition?

Q. So F is Mrs. B's maiden name, is it?

THEY	THE VISITOR
	(*M. Q.* Mr. F probably lives with B family.)
	Q. Your board must help Mrs. B out right now.
A. I've been out of work six weeks and haven't been able to pay board.	
	Q. Is your wife living with relatives?
A. No, she hasn't anybody except Mrs. B in this country.	
	(*M. Q.* Have family credit? What did Mr. B want a loan for?)
	Q. If Mr. B received compensation I suppose he could easily pay his back bills.
A. (Mr. F.) Yes, he doesn't owe much. (Tells Mrs. B to show visitor the books.)	
	(*M. Q.* Noticing the recent payments, Are the payments of a week ago from a sick benefit or the bank?)
	Q. Did you make that payment from your sick benefit?
A. (Mr. B.) That payment a month ago was from my sick benefit. I'm only allowed four weeks. (Mrs. B brings Slavic lodge book.) That last payment was my last money from the bank.	
	Q. They still let you have your store books of course?
A. Yes.	
	Q. Has your landlord gone up on the rent yet?
A. I've lived here three years and paid my rent regularly. Mr. Klotz, the landlord, was here today and told me my rent was $2.00 more. The advanced rent was due today. He said he wanted it or my rooms.	
	(*M. Q.* Where does landlord live?)

THEY	THE VISITOR
	Q. Maybe he thinks you'll move without letting him know and so cheat him out of a few days' rent.
A. He lives in front and would know if I started to move.	
	Visitor left a card with Mr. B, telling him to send the landlord to her office if he refused to wait for his rent. She agreed to find out if anything could possibly be done about the compensation.

SOCIAL CASE WORKERS AND BETTER INDUSTRIAL CONDITIONS

By SHELBY M. HARRISON

This Address, given at Kansas City, made a decided impression there. Reproduced as a pamphlet publication of the Charity Organization Department, to be issued late in July, it should serve as excellent campaign material among those social reformers who do not always see the value of case work and those case workers who do not always see the intimate relation of their own task to industrial improvement.

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THE VERDICT UPON SOCIAL DIAGNOSIS is the title of a new circular in which the jury (consisting of lawyers, physicians, teachers, clergymen, and so on) bring in their findings upon the book, Social Diagnosis, which has appeared in its fourth edition during its first year. Send for a number of these circulars if you wish to make the book still better known.

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CHARITY ORGANIZATION BULLETIN

FOR THE CONFIDENTIAL USE OF
CHARITY ORGANIZATION SOCIETIES
CHARITY ORGANIZATION DEPARTMENT
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MISS M. E. RICHMOND, DIRECTOR — FRED S. HALL, ASSO. DIRECTOR

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CHARITY ORGANIZATION STATISTICS

SECOND REPORT OF A SPECIAL COMMITTEE OF THE AMERICAN ASSOCIATION FOR ORGANIZING CHARITY

CONTENTS

REPORT OF THE COMMITTEE ON STATISTICS
OF THE
AMERICAN ASSOCIATION FOR ORGANIZING CHARITY

August 1, 1918.

To the American Association for Organizing Charity:

YOUR Committee's first report was printed in the Charity Organization Bulletin for September-October, 1915.* After a two years' test of its recommendations we have been gratified to find that its main features require little modification. The changes, amplifications, etc., which now seem desirable are presented in the following pages, reference being made throughout to the Committee's earlier report.† In this, as in our first report, we have recorded the names of those committee members who dissent at any point from the conclusion of the majority.

I. STATISTICAL CARD PROCEDURES

Almost universal approval is now given to the gathering of statistics by means of cards. These are handled in different ways regarding the respective merits of which we offer no opinion. Cards for closed records are usually kept in a single file, but those for open records are more often distributed so that districts or even individual workers have the cards for all families for which they are responsible. The cards give a convenient summary of each family.‡ If desired, they may be signalled for assistance in supervision or self-supervision.

Instead of the procedure we suggested in 1915 we now recommend that but one card be used for each family no matter how many times the record may be re-opened during the year and that all old cards, at the end of the year, be filed in a separate file.

(Miss Bussell and Mr. Ufford prefer filing them with the records.)

At the beginning of each year new cards are made for all carried over records, and entries are made for all items except problems,§ relief, and service.

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* Because of the death of its chairman, Mr. Magruder, the resignation of Miss Smith, and the departure of others from charity organization work, only three members of the original Committee have participated in this report—Mr. Bruno, Miss Colcord, and Mr. Hall.

† Single copies of the first report will be sent on request to societies which have no copies on file.

‡ Miss Colcord and Mr. Bruno are not at all in favor of this use of statistical cards as a convenient index of open records. They prefer an additional set of cards for that purpose, Mr. Bruno using "index visible" cards.

§ Regarding the transfer of certain problem entries from old to new cards, see page 79 below.

II. CENTRALIZED VERSUS DECENTRALIZED CHECKING

Checking of the cards may be decentralized, each worker checking her own cards, or it may be centralized and all cards checked by a single worker. The advantages and disadvantages of each method are discussed in our first report (p. 122). No preference was expressed between these two methods, and none is expressed now.* We recognize, however, a rather marked preference, outside of a few large societies, for a system that calls for checking by individual case workers. The chief weakness of that system is the more inaccurate work, due in part to wrong interpretations certain workers make. We believe the situation can be considerably improved if responsibility for supervising the checking process is placed on some capable person—the secretary, the registrar, the case supervisor, or possibly a volunteer† who has had special statistical training—and a system developed which will facilitate the detection of misinterpretations and errors.

When possible it seems to us desirable that such a system should provide for the following features:

a. Because they are ordinarily so much interrupted, nothing but the checking to be done by case workers, tallying and summarizing being left to an office worker, or possibly given to an accurate volunteer with a taste for such detail.

b. At intervals case workers' figures to be shown in vertical parallel columns, and statistical supervisors to train themselves in inspecting these figures so as to detect errors. If the figures reveal any worker's marked and unaccountable variation from her fellow-workers, the reason should be sought. A misunderstanding or a clerical error may be revealed. If that is not so, a fact worth knowing regarding the case worker's territory or methods of work may be brought out. In making these comparisons, where the number of families cared for varies considerably between workers, it may be necessary to put the more important figures on a percentage basis.‡

c. If the monthly checking system is adopted (see page 72 below) this inspection will occur at the end of a month. But if cards are not checked until the records are closed inspection may be made when a specified number of checked cards—25, 50, or 100—are turned in from any case worker. With this uniform number of cards comparison between case workers is easy without resort to percentages.

d. Other detectable errors are shown in the figures for certain problems which should have an approximate correlation with certain services, or with certain social status totals. Thus there has probably been an error when "permanent employment obtained" is checked for more families than are checked for "unemployment," or when the families classed as "deserted" under social status are more than those shown under problems for "desertion or non-support."§

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* Miss Colcord and Mr. Bruno strongly disapprove of the decentralized system because they believe it tends to result in so much more inaccurate statistical work.

† In at least two societies volunteers are giving important assistance in this field.

‡ If a slide-rule is used the percentages can be calculated quite rapidly. A satisfactory rule is sold for $1.25.

§ When inspection covers only one month's checking, allowance must be made for a considerable failure to correlate due to new records whose "problems" show on the cards but whose "services" will not appear till next month.

e. It is fundamental that in certain groups, such as sources, the figures should add to the total number of families. Thus, when the total of the sources reported, plus the number of families of unknown source, if any, varies from the number of families the case worker has had under care, some error has been made.

f. Each case worker should be provided with a typewritten statement of the established procedure, interpretations made, etc. In addition, on the basis of misunderstandings revealed by current inspection of summaries, the subject should be discussed occasionally at staff meetings.

III. MONTHLY CHECKING VERSUS FINAL CHECKING

In our first report (pp. 121 and 124) a majority of the Committee recommended that no cards be checked, at least for services, relief, and current problems, until the records are closed, or at the end of the year for records still open at that time. We now prefer to make no recommendation on this point, for we recognize that the rival system—checking at the end of each month, with a decentralization of the cards in the hands of case workers—has commended itself to a considerable group of societies. They list its advantages thus:

a. It assists in supervision. If the supervisor inspects the cards each month after they are checked she is able to note points where supervision is necessary.

b. It is valuable for self-supervision, for it necessitates a monthly review or test of one's work.

c. The monthly totals are "of interest and profit" to the case workers; they "stimulate their work" and "enable them better to grasp, in their entirety, the problems they are attempting to solve."

d. Monthly checking (by case workers) can be done more rapidly and more accurately, for the facts shown on the record cards and history sheets are fresh in one's mind.

e. Monthly checking furnishes a subject index—which is practically up to date at any time—of the society's current records. Thus those relating to any subject may be withdrawn from the file whenever desired for special study.

f. The monthly totals have educational value with the Board of Directors—particularly with new members.

g. Outside of the very large cities monthly figures are welcomed by the newspapers.

Some who favor monthly *checking* for supervisory and self-supervisory reasons are opposed to monthly totals, believing that it is a waste of time to make tallies and summaries each month, either for the directors or for the public.

Some of our statistical inaccuracies may be due to inexperience in the statistical processes. In Appendix II, therefore, we have outlined a tallying procedure and have referred the reader to a form that has been prepared for a tally sheet.

IV. FAMILY COUNT

"Family" in place of "case." We reaffirm our previous recommendation (p. 127) that the word "family" be uniformly used, at least in print, in place of the word "case."

Our revised classification for the family count, suggested for monthly reports, is presented in full at this point and will be commented upon in the paragraphs that follow.

Class	*Number of families*
a. *Resident families*	
aa. *"Carried over"* under continuous care from the preceding month	
bb. *"Opened" or "reopened"* during the month	
Never previously under care (*New*)	
Not previously under care this year (*Old*)	
Under care previously this year (*Recurrent*)	
b. *Not-resident families*	
(Subdivided as shown in "a" above for resident families.)	
	*Number of instances**
c. *Families receiving minor service*	

aa. *Investigations for others.* Investigations are made on behalf of local individuals or agencies, and nothing else done other than possibly making recommendations.....

bb. *Interviews only.* Interviews are held—in the office, in the family's home, or elsewhere—and nothing else done other than possibly the giving of advice, the reference of the families to other agencies, etc., as needed.....

Note.—This group covers all instances in which, as a result of the society's interviews—which may or may not extend to relatives and other outside sources, and which may or may not be supplemented by written inquiries—it develops that the family, at that time, is in no need of any service that the society is in a position to render, other than that specified above.

cc. *Coöperation refused.* The families have applied to the society, or have been referred to it, but will not allow it to do anything for them.
(Mr. Yates dissents.)

dd. *Relief only.* Instances of "interviews only," as defined above, in connection with which incidental relief is given—i. e., relief limited to the period of the office or field interviews.....

Note.—This group does not include contacts for the sake of outings or presents or dinners at the Christmas or Thanksgiving season. They are provided for in ff, gg, and hh below.
(Mr. Yates is unwilling to count such contacts in any way, for to do so is to recognize and encourage case work of so limited a scope.)

ee. *Employment only.* The society's only contact with families previously but not at the time under care is for the purpose of assisting them to obtain work.....

Note: This group does not include families investigated and found to need nothing but employment which they are then assisted to get.

ff. *Christmas or Thanksgiving only.* Families not at the time under care, after such inquiries by the society as seem necessary, are given gifts or dinners at the Christmas or Thanksgiving season either by the society itself or by individuals or by other agencies.....
(Dissent—Mr. Lies.)

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* Not divided, as in the resident and not-resident group, into carried over and opened or reopened, or into the new, old, and recurrent subdivisions of the latter.

Number of instances

gg. *Outings only.* Families not at the time under care, after such inquiries by the society as seem necessary, are given outings by it or by other agencies.....

(Dissent—Mr. Lies.)

hh. *Names only.* The names of families not then under care, without any new inquiries by the society, are given to individuals or agencies who wish to give them temporary relief or service.....

Note: This includes instances in which the names are given for the purpose of Christmas presents or Christmas or Thanksgiving dinners, or for the purpose of outings.

(Dissent—Mr. Yates prefers no record of such slight contacts.)

ii. *Reports only.* Reports are given to individuals or agencies—copies or summaries from the society's inactive records—or received from other agencies, but there is no contact with the families.....

jj. *Other minor services.* The society performs some minor services, not included in the preceding groups, on behalf of families not at the time under care.....

kk. *Not found.* Families are not found at the address given.....

ll. *Out of town inquiries answered.* Investigations are made or other work done for out of town individuals or agencies and reports sent to them

mm. *Out of town inquiries forwarded.* Societies designated as "forwarding centers" receive requests for investigation and send them on to their correspondents in the localities in which the investigations are to be made.....

Resident and not-resident. The group previously called "homeless" we now suggest be called "not-resident." With that change we adhere to our previous explanation (p. 127) which becomes as follows:

Resident families are distinguished from not-resident families, not on the basis of legal settlement or on the character of the dwelling used,—boarding house, lodging house, etc.,—but solely on the basis of the kind of treatment that it is expected each family will need.

The term "not-resident" is used rather than "non-resident," for the latter has acquired a technical meaning which limits it quite generally to those who have legal settlement elsewhere. The term "homeless" is discarded, for in spite of our definition it has been repeatedly interpreted in its etymological sense to cover all who are without homes. In which group a man is classed depends upon our anticipated treatment—whether we think he should, if possible, be sent to some other place, or whether he should be cared for in the place in which he applies.

Practical application of this distinction involves a tentative classification which may have to be changed in the light of later information. Such a change, if made before the end of the month in which application is made, has no effect on the family count. If made in a later month complications arise which, in our judgment, are best avoided as suggested in our first report (p. 127)—i. e., by not adding the resident and not-resident together to obtain a single grand total. In printing these totals it should then be recognized, in a footnote, that a few families are probably counted in both groups,

but that no attempt is made, for technical reasons, to eliminate these duplicates.

In spite of the difficulties of the process, two members of the Committee prefer to record transfers and to add the two groups together. A form for such recording has, therefore, been prepared and sample copies will be sent on request by the Secretary of the Committee.

We very strongly recommend that the number of families in each group—the resident and the not-resident—be shown separately. Until that is done trustworthy family count comparisons between societies are frequently quite impossible. This separation should apply, as we previously stated (p. 121), *to all figures gathered—relief, problems, services, etc.—not merely to the family count.**

Carried over, new, old, and recurrent. In 1915, in addition to this classification we suggested, as a compromise, an alternative classification—new, old, and continued. We believe the time has now come, in order that charity organization workers may have a common language at this fundamental point, to recommend but one classification—that shown at the head of this paragraph. Our preference for this is based on the fact that it gives as a separate group what the other classification does not, the number of families carried over under continuous care from the preceding month, and the other main group—opened or reopened during the month.

The total of this latter group has been termed our "intake" or "monthly increment of work." This very important figure is entirely lost by the other classification for in that the recurrent from an earlier month of the year are merged with those carried over from the preceding month, the two together being called "continued." For example, if a society's families are increasing it is very desirable to know whether this is due to holding them under care for longer periods or to a growing burden of work *received* in successive months. By the classification we recommend, if there has been such a growing burden, the fact is clearly shown by the rising figures for records "opened" or "reopened." This would be quite obscured by the other classification.†

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* As illustrating how different the two groups are it is pointed out that in one society 63 per cent of the resident were married and but 20 per cent of the not-resident. Only one-half of one per cent of the not-resident were recorded as presenting the problem of intemperance while 28 per cent of the resident presented that problem—a contrast which, of course, chiefly indicates the society's comparatively little information about its not-resident families.

† In our first report we implied that some societies do not close their records, and therefore could not adopt the classification here recommended. It is true that many societies do no formal closing, but we are convinced that every charity organization society has some method of classifying its records or cards by means of which those that are inactive in any month are separated from the active ones. Therefore there must be decisions, at intervals, relegating active records to the inactive group. Such decisions are informal closings of the records. All active records not thus informally closed during the month or at its close may be regarded as carried over into the next month.

Families receiving minor service. Our previous report introduced a new group into charity organization statistics—families "not under care." We are unanimously of the opinion that for the reasons we expressed in that report (p. 127) this group should be retained. There has been considerable difficulty, however, in defining just what families should be included, difficulty which seems to be very largely based on the fact that no agreement has yet been reached as to what constitutes "care" or "treatment" in charity organization work. The ideal of complete treatment, including social diagnosis and an assumption of responsibility for each family's reconstruction, is quite generally accepted, but because of local conditions many societies render additional services of varying importance to certain families to whom they do not give complete treatment in the sense just expressed. It does not seem fair to imply, as was implied in our term "not under care," that these families have not had the societies' care or sympathetic attention. We recommend, therefore, that they be referred to positively, instead of negatively, as "families receiving minor service."*

Several members of the committee feel strongly that our listing of certain of these minor contacts should not be regarded as indicating approval of the kind of case work which some of them, as reported to us, seem to represent. These committee members hold that such contacts either should not be recorded and counted in any way, or that additional work should have been done for the families concerned, in which case recording would be justified. Our purpose in retaining the list of minor contacts, and enlarging it, is to make sure that whenever societies make them they exclude them from their regular family count. Two of them, "reports only" and "names only," are of such slight importance that we all *prefer* no recording.

It is anticipated that when comparisons between societies become possible in regard to the minor service group they will be of considerable value. The varying developments in different cities will be shown, and may easily become the basis of discussions as to the wisdom of the several policies which they reflect.

For the sake of making greater accuracy possible in inter-society comparisons on this point we repeat a recommendation made in 1915 but quite generally overlooked, *i. e.*, that when any of these minor service items are not counted in any way by a society, that fact be printed in the society's reports in order that other societies may know what has or has not been included.

Relief only. This is a new group established in answer to inquiries as to whether the mere giving of a little temporary relief to a family otherwise classed as "interview only" removed it from the minor service group. In our opinion it does not.

Employment only. This new and quite minor group represents contacts which are probably unknown in most societies—instances

* The completely logical classification—"families receiving major service" (*i. e.*, those listed above as resident and not-resident) and "families receiving minor service"—has been rejected because of its clumsiness.

where families *previously under care* have come to rely more or less on the society for help in getting them new jobs and come back to the society occasionally *for that purpose only.*

Christmas, Thanksgiving, Outing, and "Names" only. It will be noted that the contacts so described and constituting new sub-groups are suggested for inclusion in the minor service group only when they are made with families *not at the time under care.* When such services are rendered to families the society is caring for they become recorded at the proper points in the service or relief columns.

Reports only. This group, suggested in 1915, is enlarged so as to include reports received as well as reports given.

The 13 minor service groups are to be regarded as mutually exclusive.* That is to say, at the time the contact is made it is to be counted in only one group. The same family, however, may later on come into minor contact with the society in another way and be recorded under another heading.

"Families" and "instances." As in 1915 (p. 128) we recommend a count of families, duplicates omitted, for the resident and the not-resident, and merely a count of instances for the minor service group, and therefore no grand total of the three groups.

(Dissent—Mr. Lies and Mr. Ufford.)

There is no intrinsic objection to a count of families in the minor service group if any society wishes to take the trouble to make it. However, if this is done, it does not seem desirable to us to add the minor service group to the two other groups. It is a fundamental statistical principle that only homogeneous units should be combined by addition. The minor service contacts are so very different from those represented by the two main groups that a total of the three groups is more or less meaningless.

Family count technique. There is no point in their statistical procedure at which charity organization societies vary so much as in the methods used to obtain this count. The subject is fully discussed in our first report (p. 146, ff). There seems to be no less variation today than was noted in 1915. We again refrain from recommending one procedure above another. We note, however, a quite general desire to obtain the yearly count by combining figures obtained each month, *i. e.*, by adding the 12 "new" and the 12 "old" totals to the number carried over from the preceding year. In view of that fact we present in Appendix III a simple procedure which follows that plan and which seems to us to be quite satisfactory. Implied in it is the necessity of excluding inactive records from the monthly family count. Because our previous recommendation on this subject (p. 127) has been overlooked by a number of societies we repeat it here:

Families are not recorded as under care during a given month merely because

* As the definitions now stand the groups are not completely exclusive of each other. It seems simpler to make this explanation than to load several of the definitions down with further qualifications.

their records are "open." No family should be so recorded unless, during the month, there has been some active contact with it. Many districted societies make monthly counts showing "families charged to the district," or "open," but at the end of each month they inspect the case records of such families in order to count those that have not been "active," so as to deduct this number from those charged to the district to get the number "under care." Such a procedure is essential.

Minor service technique. In 1915 we made no reference to methods for obtaining a count of minor service contacts. Most societies have probably kept a simple daily record similar to that used for calls, visits, etc. This ought to prove satisfactory in view of the fact that only a count of instances, not of families, is called for. Several societies, however, have used special cards for this group—cards on which the definition of each sub-group is quoted verbatim from the Committee's report. This is an advantage in keeping the exact meaning of the groups continually before those who do the checking.

V. SOURCES

We are unanimous in regard to the importance of source figures for reasons previously expressed (p. 130). For the sake of emphasis we repeat that but one source should be recorded for each family, i. e., its source the first time during the year that it is under care. For families carried over from a preceding year source entries may be transferred from the preceding year's cards, unless there have been several periods of care, in which case the source of the latest period in the preceding year must be learned by consulting the case records. This procedure is at variance with that recommended in 1915 (p. 131), but it has already proved itself a practical one.

(Mr. Lies prefers to record the source for each period during the year that families are taken under care and to make deduction for the duplications so caused.)

VI. FAMILY STATUS

We have discarded the sub-classification, previously used, dividing family status figures according to the size of families, and, with Mr. Bruno dissenting, have adopted the more detailed classification shown on our revised card. (Appendix I.) Most of these classes need no definition. We are opposed to any definition of the class "deserted woman" which is based on the length of time that the non-supporting man has been away. Further than that we feel it is not wise to go. An explicit definition would probably create more difficulties than it would remove. The group hitherto called "separated" we now call "legally separated," believing that this strict limitation is essential. (Dissent—Mr. Lies.)

Regarding social status figures we wrote in 1915:

"These figures should record the situation at the inception of treatment, thus ignoring, for the sake of simplicity, the comparatively infrequent changes in family status which may occur later during the year—as from 'deserted' to 'widowed.' If there are two inceptions, or 'openings,' in course of the year, the first only is considered."

This procedure we believe to be essential *for statistical purposes.* When cards are used for supervision, however, it is valuable to have the status entry changed whenever the situation changes. Our recommendation, therefore, is that each successive status during the year be checked on the card, but that only the first one be counted statistically.

One member of our Committee, Mr. Bruno, feels rather strongly that figures based on the classification discussed above give so inadequate a picture of the situation that he recommends supplementing them with figures in which each family is classified by the status of its male head—according as he is dead, incapacitated, non-supporting, receiving insufficient earnings or unemployed. There is also a residual group. We recommended this classification "for experimentation" in 1915 (p. 140), but it was a classification of money—relief money—not a classification of families. For the former purpose we feel that it has value, but we are not in favor of its use in classifying families.

VII. BIRTHPLACE OF THE FAMILY'S HEAD

We have added "mother tongue" to our card, in accordance with the latest United States Census Office procedure—this to be filled out when the head of the family was born in Germany, Austria-Hungary, Russia, or Canada. This change is to meet protests against classifying Poles, for example, as Germans because born in the Polish part of Germany. In tabulating, the figures for all who have the same mother tongue can be brought together, no matter what the place of birth.

For supervisory purposes it is clearly desirable to have a record of the birthplace of both husband and wife, and our revised card makes this possible. For statistics, however, only the birthplace of the family's head should be counted.

VIII. PROBLEMS

We are unanimous in preferring the term "problems presented," which was new when we recommended it in 1915, to the term disabilities, partly because the latter term makes people think in terms of "causes of poverty"* and partly because the term "problems presented" suggests that there is a correlation with "services rendered." That is a conception which frequently facilitates the statistical interpretations we must make. It indicates that nothing is to be checked as a problem unless, during the year in question, it is actually presented to the society for solution through some of its listed or unlisted services.

With this conception of the term it is easy to decide which problems shall be transferred from the cards of families carried over from

* For a discussion of the now generally abandoned statistics relating to the so-called "causes of poverty," see references shown in our first report, p. 133, footnote 1.

the preceding year. Only those should appear on the new cards that are still being presented for solution at that time. Similarly no problem should be checked which is merely a matter of past history, i. e., before the current year (or the current month, if there is monthly checking). Thus the fact of a past imprisonment may be revealed by our investigation, but it should not be checked unless it actually occurs during the current year or lasts on into the current year, and thus presents a current problem.*

As in 1915 we recommend recording all problems that are presented during the year.

(Dissent—Miss Colcord and Mr. Bruno, who would record only the problems revealed when the record is opened for the first time during the year. See page 134 of the first report.)

A minority of the Committee, Miss Colcord, Mr. Bruno, and Mr. Yates, who favor only yearly totals of problems, service, and relief figures, prefer to exclude from that count all families whose records are still open at the end of the year and, therefore, incomplete. A majority of the Committee, however, is against that procedure because it would give so incomplete a record of the year's work. Many of the open records represent families, like allowance families, that have had long periods of treatment, and this statistical record should not be ignored.

A few problems have presented difficulties and are commented on or defined in the following paragraphs.

Unemployment should be checked when the situation exists regarding any member of the family who is able and willing to work, *and who, in the society's judgment, should work.* The closing italicized words are new.

(Miss Colcord and Mr. Bruno desire an additional classification—"Unemployment of the man.")

Under-employment is not under-payment. It is employment for "only a few hours per day or only a few days per week."

Intemperance should be checked only when liquor is used to such an extent by any member of the family that it becomes a disintegrating factor in the family life.

(Dissent—Mr. Bruno, who prefers "to such an extent that the person has the reputation in the neighborhood of being a drunkard.")

Known sexual immorality should not be checked when the only evidence of it is the fact of a forced marriage.

Juvenile delinquency we define as "conduct during the year by a child under sixteen which results in its arrest, or is likely to have that result."

(Mr. Bruno objects to this as not clear. He prefers no definition.)

The new problems we have added are numbered as follows on the card: 5, 9, 19, 29, 30, 31, 32, and 33. The wording of several other problems has been somewhat changed.

* Or is presented during the current month, or lasts on into it, if the checking is done monthly.

IX. SERVICES

In spite of the difficulties pointed out by Miss Colcord and Mr. Bruno in 1915 (p. 135), and again this year, we reaffirm our belief that service items have a place on our card. These difficulties relate primarily to service statistics while we favor service items chiefly, though not entirely, for the sake of supervision or self-supervision.

The new items added to our card are those numbered 1, 2, 5, 6, 7, 8, 14, 16, 30, 31, 36, and 37. Boarding out has been added to the content of items 26, 27, and 28; and deportation to the content of item 34.

X. RELIEF

An important change in our relief classifications is their extension to include relief that does not pass through our hands and also relief that is not given as a result of our efforts. We are opposed to any attempt to record the amount of such relief but we are now convinced that any count of families for whom relief is specially raised—and of the sources of such relief—is incomplete if it includes only the families for whom at least a part of this relief passes through the society's hands.

(Dissent—Miss Colcord and Mr. Bruno. The former would, however, record relief that does not pass through our hands if it is given as a result of our efforts.)

We have removed from our card the item "no relief from or through the society's funds," and recommend instead that the case worker or clerk tally each card in one of the three following groups:

a. Received relief from the society *or* as a result of its efforts. (Right hand, *or* right and left hand checking.)

b. Received no relief thus, but known to have received relief from other agencies or individuals. (Left hand checking only.)

c. Not known to have received relief while under the society's care. (No relief checking.)

We reaffirm our previous recommendation that the sources of special family relief be divided into "natural sources" (including relatives, employers, the family's church, organizations with which the family is connected, etc.) and "other sources." If this distinction is not made, churches of which our clients are members are put in the same relief-source group as up-town churches through which relief is organized from perfect strangers, and lodges or trade unions to which our clients belong are put in the same group with up-town groups or charitable organizations with which, like the Elks or some female benevolent society, there has been no such previous relationship on the basis of which the request to contribute is based.

We recommend tabulating the information so as to show not only the number of families that received special-family relief from each source, but also the following:

Families that received special-family relief from:
- Natural sources only.....
- Other sources only.....
- Both natural and other sources.....

We repeat our previous statement that new or old clothing given to a family, or obtained for it, is to be regarded as relief. It is special-family relief, if given for a special family, or general fund relief if given out of a stock of contributed or purchased clothing.

(Dissent—Mr. Bruno, who would never count old clothes as relief.)

Our definition of the new item "regular allowance," which term we prefer to "pension," is as follows:

"A regular allowance is a regular amount of material relief, which is expected to continue for at least three months or which has continued for that period, given to a family by the society either out of a fund organized for the purpose or from its general funds in accord with a stated plan to which the family and the society have agreed. It may be paid either in cash or in kind, and may be supplemented by sums organized by the society from outside sources and given to the family direct, but it does not include such sums."

(Dissent—Mr. Yates does not favor this item. Mr. Lies favors it, but objects to the time limit.)

When the cards are tabulated, all which have the "general fund" item checked, and have no check to indicate the receipt of a regular allowance, may be counted as receiving relief of the unplanned or temporary type.

On page 140 of our first report we recommended two additional relief classifications "for experimentation." The second of these—relief classified according to the status of the man—has been discussed above. We believe this classification has value, and renew our suggestion that where it is possible to record them so, the amounts given in relief be classified on this basis and the figures published in the societies' reports. We do not again recommend the first classification.

XI. CALLS, VISITS, ETC.

As in 1915 (p. 142) we disapprove of the use of figures regarding calls, visits, etc., for publicity purposes. They fix public attention unfortunately upon the machinery of our work. But we are unanimous in recommending such figures, collected each month, for supervision. We also suggest, for the first time, a form of classification for items in this group. It is as follows:

1. Calls at the office
   a. By clients or members of the immediate family
   b. By consultatives (others in the family's behalf)
2. Visits in behalf of families
   a. By staff members
   b. By volunteers (*i. e.*, all not on salary) reported during the month
3. Written reports given

Visits cover all calls, whether successful or not,* made in person on clients or in their interest, at some place outside the office. A single call in the interest of two or more families is counted but once.

* This is not to be interpreted as an approval of entering the fact of an unsuccessful call on the history sheet of the family record.

We do not approve of counting letters, telegrams, or telephone messages received or sent to or in regard to our clients.

We reaffirm the position taken in 1915 (p. 141) in not recommending the collection of statistics regarding coöperation.

XII. VOLUNTEERS

We have modified the monthly classification of volunteers recommended in 1915 to read as follows:

1. Number of volunteers who have given active service during the month
   a. As friendly visitors (as defined below)
   b. As case work volunteers (as defined below)
   c. As members of committees *or of the Board of Directors*
   d. In other ways
   e. Total number of different volunteers, duplicates excluded
2. Number of families in the care of friendly visitors (as defined below)

Friendly visitors to be counted during a given month include only those volunteers who have accepted responsibility for visiting particular families under care and who have made report or are certainly known, by other means, to have made one or more visits within the month. The number of families in the care of friendly visitors is subject to the same limitation.

In regard to methods of recording data relating to calls, etc., and to volunteers, we have nothing to add to what was suggested in our first report (pp. 142 and 143).

Similarly in regard to the Confidential Exchange we have nothing to add to the recommendations on this subject contained in our first report (p. 144).

Respectfully submitted

FRANK J. BRUNO, Minneapolis, *Chairman*
FRED S. HALL, New York, *Secretary*
BEULAH C. BUSSELL, Spokane
J. C. COLCORD, New York
THEO JACOBS, Baltimore
EUGENE T. LIES, Chicago*
WALTER S. UFFORD, Washington
JOHN YATES, Pittsburgh

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* Because of his duties in the Bureau of War Risk Insurance, Mr. Lies was unable to consider the sections on Problems, Services, and Calls, and the three opening sections relating to statistical procedure.

APPENDIX I—THE REVISED REVIEW AND STATISTICAL CARD

The revised review and statistical card is shown on pages 86 and 87.* The entries "Car'd Over," etc., in the upper left margin are for the sake of those who wish to use signals in obtaining their family count. The first 12 of the figures that follow are for the use of those who wish to obtain their count by means of the procedure outlined in Appendix III. The remaining numbers, or all of these if the first 12 are not used for the family count, may be used if desired for signals to assist in self-supervision or supervision.

In response to several requests we have provided space for the families' addresses. In doing so we are not to be understood to recommend that addresses be so recorded. The space is provided merely for the convenience of those who are convinced that there is an advantage in making these entries.

The figures which represent the months of the year are an innovation in statistical procedure. They have been substituted for the empty vertical and horizontal columns now used by several societies which check their items each month, the change being made in the interest of accuracy and ease of checking. Few clerical processes are so wearying to the nerves or the eyes, and consequently so prolific a cause of errors, as checking simultaneously in small spaces in vertical and horizontal columns. It has already been demonstrated by experiment that check marks placed over faintly printed figures are perfectly clear, if a pencil of medium hardness is used. Ink checking is not advised, for it requires blotting and thus retards the work.

The columns are arranged with "10" (October) first because in probably the largest number of societies that is the first month of the fiscal year. It is perfectly easy, however, to begin checking at any other column which may represent the first month of a society's year.

(Dissent—Miss Jacobs.)

Family status items are not necessarily checked each month but only at the beginning of treatment and whenever afterward there is a change in the status.

The group headings "natural sources" and "other sources" are not necessarily checked at all. At the time of tallying, however, in obtaining the figures for each of these groups, as recommended on page 81, it will be a convenience and an aid to accuracy, if all cards are first examined and the group titles checked on the basis of the checks shown for the included sources. Thus a check should be placed against "natural sources" on the right only if, for the period considered, one or more natural sources are checked on that side. It then becomes easy to tally the group items direct from these latter checks; otherwise for each groupal tally one must inspect all of its sources.

The warning "no entries here" has been placed against the three public sources of "relief given by us or through our efforts" because of our belief that in general more trouble will be caused if efforts are made to take credit to ourselves for relief given from such sources "through our efforts" than if we neglect entirely the instances in which such credit is properly to be recorded. All relief received from these sources, therefore, is checked only on the left, as relief received not through our efforts.

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* These cards, printed on both front and back, will be sold by the Charity Organization Department of the Russell Sage Foundation at cost—65 cents per 100. The sale of the former card will be discontinued.

Additional problems or services may be added, as desired, in the blank spaces at the bottom of these two columns.

Statistical cards are made only for resident and not-resident families. They are not made for families that receive only minor services.

APPENDIX II—TALLYING PROCEDURE

Statistical cards are tallied when all their checkings have been transferred to sheets in the form of "tallies" or pencil strokes. The system generally used is known as "cross-hatching" by means of which the tallies appear in groups of five and so are easily counted. Four tallies stand thus, ////. The fifth tally crosses these four thus, ⧸⧸⧸⧸, and so on, each fifth tally crossing the four that precede it.

The Committee has prepared a tally sheet* for use with its card. For reasons suggested above it is advisable to have each case worker's cards tallied separately. The cards are handled one at a time, all checks shown on each being tallied before preceding to the next. Great care must be taken to get tallies against the right items, for regarding many items there is no way to detect whether errors have been made other than an independent re-tallying of all cards.

One must be specially on guard against losing one's place through interruptions or otherwise. To that end, as soon as a card has been tallied, it should be marked to indicate that fact.† If it proves necessary, one may cross stroke each check mark on the card when making its tally on the sheet. Two persons can work together at this process, one reading and the other tallying, with somewhat more accuracy than one person can do the work alone, but they can not accomplish it in much less time.

APPENDIX III—A PROCEDURE FOR OBTAINING THE MONTHLY FAMILY COUNT

a. At the end of each month (September, for example), after the monthly count has been made, transfer all closed cards to the closed file.

b. For the remaining cards in the active file enter a pencil C, indicating that they are carried over, over the 10 (for October) at the upper margin of the card.

c. As fast as records are opened or reopened, insert their cards, identifying them similarly, over the figure 10, as new (N), old (O), or recurrent (R).

d. At the end of the month examine the cards marked C and remove temporarily any which represent families not active during the month. If this is done by the case worker who has had the families under her care she can recall most of the families of which this is true, and needs to consult the records only when she is in doubt.

e. Tally the four entries—carried over, new, old, and recurrent—shown on the remaining cards, and add them to get the total under active care.

f. Count the cards in the file. They should equal the total under active care shown on the tally sheet.

g. Restore the inactive cards, and proceed for November as before.

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* Sample copies will be supplied by the secretary.

† When only yearly tallies are made, a check or a "T" in the lower left corner of the card may be used to indicate that it has been tallied. When tallies are made each month a check or a "T" above the first month abbreviation in the family status column may indicate the same fact.

Car'd Over	New	Old	Rec.	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20
(Surname)			(Given names of man and woman)									**Race**				**First Classification**						Record No.	
												White	Negro		Mong.	Resident			Not-resident				
(Address)											Distr.	Birthpl. of family's head				**Second Classification**						Date Op'd	Date Cls'd.
																Resident			Not-resident				
(Address)												Mother tongue[1]				Personal application							
																Referred by individual							
(Address)												Birthplace of woman if not head of family				Referred by agency (Name)							

Family Status

Classes	Months												Not by us or through our efforts											
	10	11	12	1	2	3	4	5	6	7	8	9	No ent- ries here											
1. Single man	10	11	12	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	5	6	7	8	9
2. Single woman	10	11	12	1	2	3	4	5	6	7	8	9												
3. Married couple	10	11	12	1	2	3	4	5	6	7	8	9												
4. Widow	10	11	12	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	5	6	7	8	9
5. Widower	10	11	12	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	5	6	7	8	9
6. Deserted woman	10	11	12	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	5	6	7	8	9
7. Deserted man	10	11	12	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	5	6	7	8	9
8. Divorced woman	10	11	12	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	5	6	7	8	9
9. Divorced man	10	11	12	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	5	6	7	8	9
10. Leg. sep. woman	10	11	12	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	5	6	7	8	9
11. Leg. sep. man	10	11	12	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	5	6	7	8	9
12. Unmarried mother	10	11	12	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	5	6	7	8	9
13. Unmarried couple	10	11	12	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	5	6	7	8	9
14. Separated children	10	11	12	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	5	6	7	8	9
15. Orphans	10	11	12	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	5	6	7	8	9
16. All others	10	11	12	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	5	6	7	8	9
17. Unknown	10	11	12	1	2	3	4	5	6	7	8	9												

Relief Given

Kinds and Sources	By us or through our efforts											
	10	11	12	1	2	3	4	5	6	7	8	9
1. Our general fund	10	11	12	1	2	3	4	5	6	7	8	9
2. Our regular allowance	10	11	12	1	2	3	4	5	6	7	8	9
3. Loan	10	11	12	1	2	3	4	5	6	7	8	9
Natural sources[2]												
4. Relatives	10	11	12	1	2	3	4	5	6	7	8	9
5. Employers[3]	10	11	12	1	2	3	4	5	6	7	8	9
6. Other friends of family[4]	10	11	12	1	2	3	4	5	6	7	8	9
7. The family's church	10	11	12	1	2	3	4	5	6	7	8	9
8. Other family organizations[5]	10	11	12	1	2	3	4	5	6	7	8	9
Other sources												
9. Other churches	10	11	12	1	2	3	4	5	6	7	8	9
10. Other organizations[6]	10	11	12	1	2	3	4	5	6	7	8	9
11. Other individuals[7]	10	11	12	1	2	3	4	5	6	7	8	9
12. Public funds to mothers	No ent- ries here											
13. Other city funds												
14. Other county funds												

For explanation of this card see the Second Report of the Committee on Statistics of the American Association for Organizing Charity, August, 1918.

[1] Enter this item only when the head of family was born in Germany, Austria-Hungary, Russia, or Canada.

[2] Check only as per page 84.

[3] Or former employers.

[4] Does not include such friends as are covered by No. 11.

[5] Such as a lodge or union to which some member of the family belongs.

[6] Includes all private charitable organizations.

[7] Namely, all other persons who learn of the family through us.

C. O. Dept. of R. S. F.—Review and Statistical Card No. 55.

Problems presented										Services rendered—directly or by obtaining the coöperation of other agencies									
1. Unemployment	10	11	12	1	2	3	4	5	6	7	8	9	1. Mental treatment	10	11	12	1	2	3	4	5	6	7	8	9
2. Under-employment	10	11	12	1	2	3	4	5	6	7	8	9	2. Dental treatment or optical treatment	10	11	12	1	2	3	4	5	6	7	8	9
3. Strike or lockout	10	11	12	1	2	3	4	5	6	7	8	9	3. Other physical treatment—hosp., san., or such institution	10	11	12	1	2	3	4	5	6	7	8	9
4. Children under 16 working illegally	10	11	12	1	2	3	4	5	6	7	8	9	4. Other physical treatment—dispensary	10	11	12	1	2	3	4	5	6	7	8	9
5. Irregular school attendance	10	11	12	1	2	3	4	5	6	7	8	9	5. Other physical treatment—city or county physician	10	11	12	1	2	3	4	5	6	7	8	9
6. Disability from industrial accident	10	11	12	1	2	3	4	5	6	7	8	9	6. Other physical treatment—private physician	10	11	12	1	2	3	4	5	6	7	8	9
7. Death from industrial accident	10	11	12	1	2	3	4	5	6	7	8	9	7. Other physical treatment—public health nurse	10	11	12	1	2	3	4	5	6	7	8	9
8. Disability from occupational disease	10	11	12	1	2	3	4	5	6	7	8	9	8. Physical or mental examination—no treatment	10	11	12	1	2	3	4	5	6	7	8	9
9. Death from occupational disease	10	11	12	1	2	3	4	5	6	7	8	9	9. Legal aid—juvenile court	10	11	12	1	2	3	4	5	6	7	8	9
10. Tuberculosis	10	11	12	1	2	3	4	5	6	7	8	9	10. Legal aid—non-support action	10	11	12	1	2	3	4	5	6	7	8	9
11. Epilepsy	10	11	12	1	2	3	4	5	6	7	8	9	11. Legal aid—other court action	10	11	12	1	2	3	4	5	6	7	8	9
12. Venereal disease[1]	10	11	12	1	2	3	4	5	6	7	8	9	12. Legal aid—search for deserter	10	11	12	1	2	3	4	5	6	7	8	9
13. Cardiac trouble	10	11	12	1	2	3	4	5	6	7	8	9	13. Legal aid—other means	10	11	12	1	2	3	4	5	6	7	8	9
14. Pellagra	10	11	12	1	2	3	4	5	6	7	8	9	14. Support order obtained	10	11	12	1	2	3	4	5	6	7	8	9
15. Insanity	10	11	12	1	2	3	4	5	6	7	8	9	15. Extension of credit	10	11	12	1	2	3	4	5	6	7	8	9
16. Other physical disability[2]	10	11	12	1	2	3	4	5	6	7	8	9	16. Other financial adjustment made	10	11	12	1	2	3	4	5	6	7	8	9
17. Blindness or sight seriously impaired	10	11	12	1	2	3	4	5	6	7	8	9	17. Employment obtained—temporary	10	11	12	1	2	3	4	5	6	7	8	9
18. Mental defectiveness diagnosed[3]	10	11	12	1	2	3	4	5	6	7	8	9	18. Employment obtained that should be permanent	10	11	12	1	2	3	4	5	6	7	8	9
19. Mental defectiveness suspected	10	11	12	1	2	3	4	5	6	7	8	9	19. Relief work	10	11	12	1	2	3	4	5	6	7	8	9
20. Old age[4]	10	11	12	1	2	3	4	5	6	7	8	9	20. Work offered and refused	10	11	12	1	2	3	4	5	6	7	8	9
21. Intemperance[5]	10	11	12	1	2	3	4	5	6	7	8	9	21. Business equipment provided	10	11	12	1	2	3	4	5	6	7	8	9
22. Desertion or non-support	10	11	12	1	2	3	4	5	6	7	8	9	22. Institutional care for children[8]—temporary shelter	10	11	12	1	2	3	4	5	6	7	8	9
23. Unable to read or write English[6]	10	11	12	1	2	3	4	5	6	7	8	9	23. Institutional care for children[8]—permanent for defectives	10	11	12	1	2	3	4	5	6	7	8	9
24. Imprisonment (after conviction)	10	11	12	1	2	3	4	5	6	7	8	9	24. Institutional care for children[8]—permanent for others	10	11	12	1	2	3	4	5	6	7	8	9
25. Juvenile delinquency[7]	10	11	12	1	2	3	4	5	6	7	8	9	25. Institutional care for adults	10	11	12	1	2	3	4	5	6	7	8	9
26. Known sexual immorality	10	11	12	1	2	3	4	5	6	7	8	9	26. Children placed or boarded temporarily in city	10	11	12	1	2	3	4	5	6	7	8	9
27. Illegitimacy	10	11	12	1	2	3	4	5	6	7	8	9	27. Children placed or boarded temporarily in country	10	11	12	1	2	3	4	5	6	7	8	9
28. Victimized by loan shark	10	11	12	1	2	3	4	5	6	7	8	9	28. Children placed or boarded permanently	10	11	12	1	2	3	4	5	6	7	8	9
29. In debt in other ways	10	11	12	1	2	3	4	5	6	7	8	9	29. Special or vocational training	10	11	12	1	2	3	4	5	6	7	8	9
30. Non-support of dependent parents	10	11	12	1	2	3	4	5	6	7	8	9	30. Instruction in household economics	10	11	12	1	2	3	4	5	6	7	8	9
31. Drug habit	10	11	12	1	2	3	4	5	6	7	8	9	31. Cultural or recreational opportunities afforded	10	11	12	1	2	3	4	5	6	7	8	9
32. Begging tendency	10	11	12	1	2	3	4	5	6	7	8	9	32. Day outings	10	11	12	1	2	3	4	5	6	7	8	9
33. Bad housing	10	11	12	1	2	3	4	5	6	7	8	9	33. Removal to better homes in the city	10	11	12	1	2	3	4	5	6	7	8	9
34.	10	11	12	1	2	3	4	5	6	7	8	9	34. Transportation or deportation to other localities	10	11	12	1	2	3	4	5	6	7	8	9
35.	10	11	12	1	2	3	4	5	6	7	8	9	35. Church connection strengthened	10	11	12	1	2	3	4	5	6	7	8	9
36.	10	11	12	1	2	3	4	5	6	7	8	9	36. Connection with relatives strengthened	10	11	12	1	2	3	4	5	6	7	8	9
													37. Friendly visitor obtained	10	11	12	1	2	3	4	5	6	7	8	9
													38.	10	11	12	1	2	3	4	5	6	7	8	9
													39.	10	11	12	1	2	3	4	5	6	7	8	9

[1] Like all diseases, this includes only those diagnosed by a physician.
[2] Includes childbirth.
[3] By a physician who is a mental specialist.
[4] Disabled by years *and nothing else in particular*, not necessarily those beyond any fixed age.

[5] See page 80.
[6] Checked only for those who *should* have this ability.
[7] See page 80.
[8] Other than in hospitals, sanatoria, etc.

Teaching Material for the Autumn

THE Charity Organization group are undertaking on a larger scale than ever before the training of new workers not only for their own tasks, but for a variety of war activities. Two pamphlets just published by the Russell Sage Foundation will be found useful in such teaching:

War and Family Solidarity

By Mary E. Richmond

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This pamphlet covers the interesting subtopics of Unstable Husbands and Fathers, Unstable Wives and Mothers, the Recently Married, the Unmarried Soldier or Sailor, the Responsible Head of a Family, and What We Can Do for these groups in war time. Addressed especially to those interested in Home Service.

Social Case Workers and Better Industrial Conditions

By Shelby M. Harrison

24-page pamphlet, with cover. Price, 10 cents

Describes the origin and method of case teaching, illustrates the value of the case committee as an educational agency, shows the importance of industrial facts in case work, and the relation between such work and industrial reform. Addressed especially to the progressive family agencies of the country and to their directors.

As the price of these pamphlets has been put very low, there can be no reduction for purchases in quantities of less than one hundred. Write for rates above that amount.

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A CONFIDENTIAL MANUAL FOR NEW SECRETARIES
IN FAMILY SOCIAL WORK AGENCIES

BY
FRANCIS H. McLEAN
GENERAL SECRETARY, AMERICAN ASSOCIATION FOR ORGANIZING CHARITY

CONTENTS

FOREWORD

THE Manual here printed was written by Mr. McLean in the summer of 1918, when the many changes of war-time were bringing a number of new people into executive positions in the field of family social work. His manuscript struck those who were asked to criticize it as far too valuable to keep in typewritten form, though, for obvious reasons, a manual intended exclusively for the guidance of secretaries or of those about to become secretaries could never be published. It was too frank and personal to be handed to any one who merely happened to be interested. Accordingly, a special number of the BULLETIN was decided upon. The usual cautions about BULLETIN material apply with especial weight, however, to these pages. *The Manual must not be quoted or shown to prove its owner's point, nor must it be left in places where it can be borrowed or read by others.* The only way to preserve its full value and at the same time put it in convenient form for reference has been to print this caution prominently and expect every one who receives this number of the BULLETIN to abide by it.

Mr. McLean wishes to make acknowledgment for valuable assistance given by a Committee of the 1918 Charity Organization Institute* in preparing the foundation of this document, and for the contribution of Mr. John B. Dawson, formerly General Secretary of the York, Pa., Associated Charities, who wrote Part II.

THE EDITOR.

* The members of this Committee were Mr. John F. Landis, Chairman, Miss Marguerite M. Booth, Miss Ruth Hill, Miss Ida E. Kirby, Miss Esther Schneider, Miss Talma Kitchen, and Miss Ruth Hyslop.

A CONFIDENTIAL MANUAL FOR NEW SECRETARIES

INTRODUCTION

AGENCIES engaged in family social work are organized under a variety of titles at present, such as associated charities, charity organization societies, social welfare leagues, and so on. However diverse their secondary activities, all of these are doing social case work in families, and such family work is now being extended to large numbers of the smaller cities—to those, that is, of less than 100,000 population. This means a great demand for trained social workers to serve as general secretaries of smaller societies, some to succeed retiring secretaries, and others to serve as first pilot in a newly organized work.

Wherever the new general secretary is taking charge of a society which has a large and specialized staff, one need not be particularly concerned about him. He has competent workers and advisers about him. If he is not impetuous, is slow to speak at the start, but keen on imbibing the past history of his organization, its present work and aspiration, and if he is of essentially the right quality for leadership in that particular position, he may slowly attain a grip on affairs without any serious blunders. Of course, unless he has an appreciation of case work, even if not a case worker himself (though being one makes him the more competent and fitted for the task), he is lost anyway sooner or later. The new secretary of a large society has had important executive responsibilities elsewhere. He has been fully tested, and though the alinements may be different, it will not be impossible for him—if he is clever and fundamentally sound—to grasp the new problems. There will come a time when, professionally, he also will have to be a case worker. This is not always true now.

The new secretary going to one of the smaller societies, without a highly specialized staff, has frequently quite another background. He, or more often she, has been successful in the district work of a larger society, but has never even had contact with the organizing, or with the educational and inter-relation problems of the movement. Such a worker finds a totally new world confronting him, entirely new relationships which must be entered into without serious tactical errors, pressing questions of change in policy which must be decided in the right way if his leadership is to be established.

Of course, if perchance the new secretary comes from a position in charge of another small society, or has been trained as an assistant in such a one, he knows the ropes pretty well. Even for this latter class, however, there may be some value in a manual the absolute necessity of which for the use of those who come from district secretaryships has been more and more impressed upon the staff of the American Association for Organizing Charity.

It is hoped that all who serve as advisers to younger workers

who are considering the acceptance of offers of this sort will call their attention to the fact that there is this Manual, and tell them where to apply for it.

I

FROM OFFER TO ASSUMING POSITION

1. SEEKING PRELIMINARY ADVICE.—In the first place, and right here at the start, we are going to dispense with all formalities and just talk familiarly with any puzzled worker who may be reading this. That may serve to emphasize the kind of relationship we wish to establish with you. The Association staff, or the staff of the Charity Organization Department of the Russell Sage Foundation, or some one member of one or the other, may or may not know you personally. That is immaterial. We all welcome the opportunity of becoming acquainted with another one of our group, particularly when there is a likelihood of his becoming a general secretary. So please remember that, all question of this Manual aside, we are anxious to hear from you personally, and, so far as we are able, to advise with you personally, in connection with any problem which may confront you now or when you become a general secretary.

Well, you have received an invitation to consider a general secretaryship from a place of which you know nothing. You are not averse, however, to trying your fortune as an executive.

You consult first with your chief, who may be either the general secretary of your society or the supervisor of case work. You may be persuaded by the chief that you ought to remain with the parent society just at this period—that you are under a moral obligation to do so. Or your chief may really believe, and so tell you, that you are better fitted for assuming larger responsibilities (in time) in the parent society, than for assuming an independent command in a smaller city. It is true that there are big city people who would be unhappy and not very successful with leadership responsibilities in a smaller place. If, however, you have already felt a yearning to try your full capacities and are not entirely bound over to all that the larger city offers, do not be over-persuaded by what others say unless you realize some fundamental lack which might seriously interfere with your work.

In addition, the chief may know something about the particular society which is writing you. That knowledge may be favorable or unfavorable. No matter whether he has such information or not, your chief, if he is wise, will advise you to consult the Association for what may be far more detailed and intimate information than he is in a position to give.

You should understand that ever since 1907 there has been going on field work for the extension and strengthening of our movement, conducted first by the Charity Organization Department (up to 1911), and after that by the American Association. This field work has been responsible for the organization or reorganization of a majority of the societies which are now members of the Association. A really promising new organization can scarcely get started without

the Association knowing all about it at least, even if it has not actually participated in all of the steps. Furthermore, we carry on an extensive day to day correspondence with societies all over the country, and so know existing conditions to a large extent.

With us, societies and the communities in which they are located are "cases," just as family conditions are "cases" to you. We are continually trying to learn more about individual people and conditions so that we may make diagnoses and determine what the possible treatment should be. Indeed, we should like to impress upon you as you turn to new responsibilities, that you must consider your community as a family group. Some day, when you are in the Association office, we should like to have you run over a copy of our Manual for Field Workers of the Association (unprinted) with particular reference to what it says about community diagnosis.

Of course, we do not have an equal amount of information about all places and all societies, and in some cases what we have may be very meager. But all that we have is at your disposal and will be promptly summarized and sent to you if a personal conference at our office is not possible. Furthermore, we stand ready to gather more information for you, if that seems advisable. It may sometimes be less embarrassing for us than for you to do this. Then, on the other hand, we may have suggested your name for the position and be fully ready for your inquiry. In any case, we shall not hesitate to advise you and make suggestions on this or that point.

Wherever it is humanly possible, we urge that you make a preliminary visit before coming to any agreement with the society in question. Wherever this seems to be impossible, owing to distance or other considerations, we shall be especially careful to see that all the facts in the case are laid before you.

If the information which you have now received inclines you to consider the place, ask for a preliminary visit (excepting in rare instances) if the local committee has not already suggested it. If you are more than half-way inclined to accept unless the field visit reveals unexpected complications, it is right to ask the society to pay all traveling expenses. If you are not so inclined, having possibly other offers in mind, or a strong desire to remain where you are—that is, if you are not in a frame of mind to give the offer the most serious and unprejudiced consideration—you ought not to require this of them. In the latter case you ought to offer to pay your own expenses, or at least half of them—this to be refunded by the society if you finally accept the position.

2. The Preliminary Visit.—If you finally decide to pay a visit, the information which you may have received from the chief of your own society and from the Association will possibly have given you a number of points regarding conditions and adjustments about which you want to obtain more complete or later information. Before you are through with that visit, you should be satisfied that you have a fair degree of knowledge along the lines to be indicated on page 95.

Before taking that up, however, a word or two should be said about your conduct and attitude toward those who have invited you to make this visit; while you are sizing them up, they have to size you up. Be cordial and friendly with them. Be appreciative of every good point about the organization or its work which you discover. Be perfectly frank with them on your cardinal principles—that family case work is the basis of all the other work of the society; that one field worker cannot possibly treat 600 families during a year; that no society worthy of the name "refers" families to agencies which are equipped to do practically nothing and washes its hands of all responsibility. Do not be afraid to speak of all that you have gathered in your previous experience which you consider of cardinal importance. On the other hand, be careful that you are not trapped (with entire absence of conscious evil-doing on the part of your questioner) into a hasty statement as to the wisdom of some local alinement with another agency about which you know little. Indeed, it is often difficult to answer such questions until you have been on the ground for some time. Tell them of your ideals as well as of your principles. Let them learn as much as they can of your thinking, your policy, your personality, without involving yourself by making an answer to a mooted point which really requires more study.

Now you may be puzzled at first by a quite natural situation. The information which you have received from us may have given you an impression which is not corroborated by your first contacts with the local group. The chances are that we are right, and that your people are simply putting "their best foot forward." Under such circumstances do not hesitate to throw in a question now and then which will indicate that you have other information. It will help them to get down to hard facts. It will not hurt them to know that you have been in communication with us. Do not, however, become distrustful of them if they have thoughtlessly misrepresented conditions. Remember that their viewpoint may be simply a highly colored one. They may really think that matters are in better shape than is the case.

Now, as we shall see later on, conditions may exist so fundamentally wrong and so impossible of immediate betterment, because of the present attitude of the board, that you will be doing both yourself and the movement a service by declining to consider the offer further. Or you may discover so complicated a situation that you do not feel yourself competent to undertake the task. But in your first contacts, you ought to leave the impression that you are only seeking to obtain the whole picture, and that you are not afraid of difficulties as such. People are liable to be over-critical of you at this point, and you must watch yourself carefully. Of course, if you are finally convinced that the situation is an impossibly bad one unless a revolution can be effected, and one with which you cannot deal, or that it contains complications which you cannot handle, you should come right out with your decision then and there. But do not appear to be avoiding difficulties.

Let it be said that here, as always, the Association is at your service for advice as to whether or not the situation is really impossible for you. Use wire or letter to reach us.

Consultation with Retiring Secretary.—Unless the retiring secretary is leaving under compulsion, it is most desirable to have a conference with him, either before the visit or at the time. If this proves to be impossible, you should write him for as extended a statement as possible. If dissatisfaction with the local situation has been the cause of his leaving, and not the fact of being called to another field, you will have to discount his prejudices. He may, on the other hand, be quite over-optimistic. He is liable to have classified some people pretty accurately and to have gone wrong on others. Exceedingly useful his information will be, but a wise new secretary will see that he does not fall into the pitfall of accepting the rôle and the prejudices of his predecessor. He will stand ready to judge anew each person and each situation, at the same time being ready to accept the opinions of the previous secretary whenever they appear to be borne out. In other words, they will help him in forming reasonable, early opinions of his own without the necessity of going through all the painful intermediate processes which were required for his predecessor to reach sure ground.

What You Should Know.—Before you are through with the visit you should know something about the following situations and indices of situations:

1. What in the board's mind pertains to the position of general secretary. Is he to be chief executive of the society, with, of course, the necessity of having policies accepted by the board and committees and of their rendering service, or is he simply to be a hired agent? Or, on the other hand, has it been their practice in the past, which they intend to continue, to give the keys of the office over to the general secretary with a laconic "Go to it," but with no expectation of service being rendered by board or committees?

2. Is it understood that the general secretary, in consultation possibly with the board or executive committee, shall engage all members of the staff and shall also have power of dismissal?

3. Is it understood that part of the time of the general secretary must be given to the educational work of the society, to advising and consulting with other agencies (beyond the individual case work), to building up the internal organization of the society itself, to working with volunteers, to serving possibly on the boards of other societies, to functioning a good deal as general community adviser and leader in matters social?

4. What is the size of the staff, and does this promise anything resembling satisfactory handling of the case load? In societies in cities of 20,000 or less, not less than one-third of the time of the general secretary should be considered necessary for the other aspects of the work just referred to. In larger societies it is desirable that at least one-half of his time should be so assigned to making measurements. General secretaries with case loads of 75 or 100 a year cannot

expect to make progress unless they have an office assistant. When the load is above that, one case worker is really required in addition. With a yearly case load of 400, at least two case workers besides the general secretary are required. As a rough rule for adequate treatment, cases should not be in greater ratio than 150 a year to one worker. The duties of the general secretary, except in a small society of a small city, should be considered as not allowing him at the outside time for more than 50 or 75 cases per year.

Where the staff includes three or four case workers, the work of the general secretary is apt to be entirely supervisory. Where as many as nine or ten case workers are required, the question of a competent supervisor of case work as an assistant becomes an important one.

Now these are the standards, but, of course, if they have not been reached by the society you are visiting, that may be no reflection on its development. It has taken many years for some of the best societies to attain to even their present reasonably good standards. It is for you to ascertain just what the growth has been. If the society started some years ago with only a general secretary, and now has two case workers and an office assistant besides, this may have marked unusual progress. You will have examined some case records after your arrival. You may have perceived their inadequacy while your predecessor did not, and that may throw a whole flood of light upon the present backwardness. Those who have been secretaries before may not have been pressing for better standards. Or they may not have been aggressive enough. That may have been made clear in the case of your immediate predecessor by his personality, if you have had personal contacts. The standards suggested have not been reached by many of the societies, but they are standards which are approached. That is the principal point. Has progress been made in the past to overcome such a ridiculous disproportion between field workers and cases that no pretense of doing anything resembling case work was possible?

As to clerical help (which includes stenographic service), that should run roughly in the proportion of one to every four workers, including the general secretary.

5. Does the society receive any of its funds from the treasury of city or county? If so, for what purposes and under what conditions? If the amount is but a small percentage of the total income, it is not worth your while to pay much attention to the matter at this point, although, if you become secretary, you will need to consider the problem pretty carefully. If it amounts to 25 per cent of the total income, you should know what the arrangements are more in detail—you are approaching the danger-point. Still you may decide that the solution can wait until later. If, however, it forms 50 per cent or more, you may openly state your apprehensions and sound your board. I have never known any arrangement of this sort which was not subject to change. No society can face without danger the possible sudden withdrawal of 50 per cent or more of its income.

6. What part is the general secretary expected to play in the financial campaign? If you find he is expected to raise the money, you will explain that you will help in organizing campaigns and suggesting methods, in meeting important people sometimes; but that you can serve only as one member or the secretary of the Finance Committee. Except under unusual circumstances, and to a very limited extent, you cannot go around and collect money yourself. Certain of your directors will be more willing to approach people personally if you accompany them. That may often be a wise plan, the director furnishing the entrée and the influence, while you probably furnish a large part of the facts that may be necessary in the course of the conversation.

7. What is the state of the Society's finances? What debts? What the probable amounts in renewals? How much "new money" will probably have to be obtained? What are the present financial plans and what plans have been carried out in the past? Further reference to this will be made later.

8. From one or two special advisers, including possibly the retiring general secretary, the particular persons with whom you have been in correspondence or some others for whom you have developed a personal liking and in whom you have confidence, you will learn how far the board is functioning and how much dead and useless timber there is on it. Also whether, with the help of the active members, the board is ready for the gradual retirement of the non-active and the bringing in of others as they are sought for and interested.

9. What particular problems are there in connection with cooperation with other agencies?

10. What educational work, if any, has been carried on by the society in the immediate past?

11. What special committee activities for the improvement of social conditions have been undertaken by the society or by others at its urgency, and how far have these originated from the revelations of the case work?

12. How is material relief raised or organized and will there be freedom in changing methods if any of those in use do not appear to you to be sound or wise?

13. What are the community-wide agencies, not necessarily engaged in day-to-day social work, who should be lending a hand as opportunity offers and how have they been utilized in the past? I refer to rotary clubs, chambers of commerce, women's clubs, etc.

If the society is newly organized or fundamentally reorganized as to personnel of board, etc., some of the above will not apply, because its history, or, in the case of reorganization, its *real* history, will begin in the future. In which case, you will want to know the following:

14. Has the board been organized with fair strength and has the society been incorporated?

15. How much financial support has already been pledged and what is the proposed first budget?

16. What are plans with reference to office space? Even the smallest society with only one or two workers proposed should have two rooms so that there may be private interviews with clients and supporters and a place for a committee to meet. A society with three or four workers should have three rooms. Societies with larger staffs are generally adequately housed; it is the smaller societies which are liable to suffer through false economy in this direction.

Situations Which May Be Considered Impossible.—The information which you have thus gathered from the Association in advance and from your visit is not for the purpose of determining that *ipse facto* any designated situation is an impossible or a possible one. No situation is impossible if there remains the possibility of gradually effecting changes. You will be studying your group and its psychology all the time. Even if on some point they are occupying a fundamentally and dangerously wrong position, it may be due to the views of preceding secretaries or to their weakness and lack of influence. Or it may be due to the docile following of one or more members of the board, who themselves are open to conviction.

The following, however, may be considered impossible situations:

1. When the Board is not inclined to recognize you as chief executive but only as a paid agent, and does not even expect you to attend its meetings. This situation is rarely met with now; you may be on your guard against it, however, if you find that the society's salaried worker is called superintendent rather than by the more modern title of secretary or general secretary. When a board assumes the attitude that you are to do the whole job, there may still be hope. You can see your way to induce them to work.

2. When the board absolutely refuses to give up the right of appointing or dismissing employees over your head.

3. When the board refuses to agree that you will have any other work to do than visiting families.

4. When you are expected to carry an absolutely impossible case load with inadequate assistance, there being no indication on the part of the board that it expects to provide for more paid service. You will have the past history of the society to guide you in this respect, although you may be able to accomplish more than that accomplished by any secretary before you. But it is foolish to agree to carry alone, for example, 500 cases a year, because you will be so desperately engaged in trying to do a futile little for them all that you will never have opportunity to educate your community or to do such work that you can justify expansion. Better leave the Association to fight out the battle with the board. Remember, however, that past inadequacies should not weigh too heavily here, but that what counts most is progress to date (type of leadership being taken into consideration) and the present state of mind and determination of your group.

If you find your group recognizing the total inadequacy but wringing its hands and saying it cannot secure larger support, it may be that the movement is in the wrong hands. That means a reorganization job, and unless you want to tackle the uncertainties of

that, you had better withdraw and see if you can bring us in. It is easier for an outside field worker to reorganize than for a new general secretary on the ground.

Remember, finally, that you are not to expect to find even an approach to the standards suggested, but only the prospect of progress in case the disproportion is very heavy and apparent.

5. No situation with reference to appropriations from the public treasury is impossible, providing only that the board agrees that the arrangement is not unchangeable from time to time, and is not itself a hide-bound advocate of eventually securing all money from public sources or of turning the society's work over to the tender mercies of ordinary small city politics. You run considerable danger in becoming the general secretary of any society which derives 50 per cent or more of its income from public funds, and of which the board is absolutely and finally opposed to any rearrangement, even if their opposition means your withdrawal.

6. If it is expected that you personally are to secure all or any large part of the money for the society except, of course, money needed for the relief of special families. You can help to organize and also may serve as a member of the Finance Committee. More of this later.

7. In case the society is one just organized or fundamentally reorganized, and practically no money has been raised or pledged—this being left until you come. At least 25 per cent of the first year's proposed budget should be pledged before ever a general secretary is engaged. As much as possible of this should be subject to immediate call on the first day the office is opened, and if possible, provided you accept the position, 10 per cent of it or more should be banked before you arrive.

These, I take it, are the absolutely impossible situations, and it will be observed that in each case the difficulty results from the actual line-up at the present time plus an apparent determination on the part of the board to listen to no change. If the board members are really eager for you, now, before you are duly caught, is the time of all times when they should show signs of yielding.

These are the impossible situations *per se*. There may be a combination of conditions which will make a certain situation impossible, or at least impossible for a particular worker who is being considered for the position. The former requires consultation between the worker and the Association before any decision is made by the worker. The latter is much harder to determine and oftentimes it takes all four of us—the inviting society, the parent society of the worker, the worker, and the Association staff—to arrive at any conclusion. A situation which seems to you, the candidate, too complicated for any one to handle, requires at least consultation between you and the Association.

Not to Discuss Impossibilities But the Task.—Of course, the main purpose of securing the data is not to discover, as was said before, whether the situation is impossible. But if that is revealed, then a dan-

gerous engagement is avoided. What the worker should be asking himself is whether the situation is growing upon him all the time, becoming more and more interesting or even fascinating, becoming a visualized thing to which he can render pretty devoted service and not count the cost of self-sacrifice. If there is that growing enthusiasm, it may be accompanied by fears—"Can I really measure up to these very complicated problems?"

If those fears continue to grow upon you, do not let them overmaster you,—they are natural fears, oftentimes,—but remember that the impossibility of a given situation can be determined only in consultation between you, your present society, the inviting society, and the Association staff. Do not decline offhand if that is the reason for your declination. Along with your own personal reactions to the work there will, of course, come a greater comprehension of what the task is, what the problems are which you will have to meet, in what directions it will be desirable for you to secure some special information, if this is possible, before finally taking charge.

Except under very unusual circumstances, and only when your parent society has agreed to your terminating your engagement with them without the customary notice of from thirty to sixty days, you will not be expected to assume immediate charge even if you accept the position on the spot. Let me add that this is the happiest ending of a preliminary visit. If you are going to accept at all, this is the best time to do it. This does not mean, however, that you should ride roughshod over real doubts as to whether or not you are fitted for the task. But don't simply be uncertain and hesitating.

Of course, if the board does not press you for a decision—apparently not being ready to make you an offer without further parley after you have gone—be just as reticent and dignified about it as they are. This, however, should not prevent your expressing your interest in the situation, or even your enthusiasm at the possibilities before the society.

3. From Preliminary Visit to Time of Assuming the Position.—If it has been a case of "love at first sight" between you and the board, and you both have reached the same decision before you leave, the intervening time is much more profitably spent than would otherwise be the case. If you have been the doubtful party, and they have been enthusiastic to secure you, much of the intervening period will be taken up in hard thinking about the problems to be met and possibly in consultations with others. If they have been the doubtful party, you have less cause for bother and will have more time, since you can insist upon dating the usual period of notice to your present employers from the day on which the position is finally offered to you.

Any parent society, when it has been decided that you should go, will give you a little leeway in the last days of your service with it, to gather useful and helpful data about your future work. Your chief will talk over organization problems with you, and he as well as

others in your society and in the Association will be ready to tell you where to secure information about specialized movements. Your new society may be mixed up in anti-tuberculosis work, or housing reform, or recreation, or what not, directly or indirectly, and you will wish to brush up on the particular subject and learn the status of state movements in certain fields. You will need to turn to the Charity Organization Department for information regarding educational and financial campaigns, and for outlines of training courses for volunteers and prospective paid workers. You may need to apply also for other special documents which the district office has, but of which you should have your own copies in your new field. There may be some special suggestions you will want from the Association, on points which have come up in your preliminary visit.

In addition to all this, if it is at all possible (and provided you are given enough time by the society to which you are going), we would strongly urge your spending anywhere from three days to a month with a society about the size of the one you are going to, if you have had no previous experience in one of that size. It would be a good investment for your new board to meet your expenses and salary for such a visit. If you do not think it wise to suggest such an arrangement, it would certainly pay for you to make it at your own expense. It would better enable you to understand how different are the responsibilities of the general secretary in sole command of a society in a non-socialized city of 40,000 from those of one worker among many in a well-advanced city of 250,000. At best you are going to be startled at some of the contrasts, and to perceive a few of them at the side of a secretary who knows what is to you so unfamiliar can be vastly comforting and enlightening.

II

PIONEER WORK IN SMALL COMMUNITIES

NOTE.—Something of detail appears in later Parts. They deal with the day to day problems which will arise and the policies which should be pursued. But before our new secretary goes to his appointed field, and after the preparation just alluded to, we believe he can do nothing better for the final adjustment of his mind, for setting up in advance certain compasses whose veering he is going to note, than to read what follows in this Part. Though given without quotation marks, they are all the words, as he wrote them, of a small city secretary, previously a district secretary, after one year in his new work. We have come across no retrospect so valuable as this for the worker about to take a general secretaryship for the first time.

The writer is Mr. John B. Dawson, former general secretary of the York (Pa.) Associated Charities and the manuscript came to us in the summer of 1918. From now on, in this Part, it is Mr. Dawson who is addressing you.

That there is a vast amount of pioneer work going on in the field of social service is self-evident. Each year sees an improvement in its technic and a broader application of its principles. Lately the war has brought about a national recognition of the value of good case work through the Home Service Sections of the Red Cross. These tendencies will doubtless continue and with them we may expect a geographical extension of the whole movement. In many

communities of less than 25,000 and in not a few ranging in population from 25,000 to 100,000, constructive social work is a very insignificant quantity. That is the virgin soil of the social worker. It is rather an anomaly that the pioneer in this field for the most part is not one who has had years of executive experience, but one who has either just graduated from a training school or who has spent some years in a subordinate capacity in one of the larger philanthropic agencies of the country. To a considerable extent the geographical extension of social work is in the hands of those who are still experimenting with their own abilities. The development of social work in small cities is, therefore, as much a test of the adaptability of the pioneer as of the community's response to new ideas.

It is true that a like observation might be made with respect to every human endeavor. But it is particularly apparent in the case of the worker who enters upon his first position of executive responsibility in the small community. Moreover the worker himself is the first to recognize the anomaly. He is quickly disabused of the idea that the difficulty of an executive job is in arithmetical proportion to its size. He is in a strange country. Landmarks to which he has become accustomed are conspicuous by their absence; yet he is expected to know his own way about and to be able to lead others. At the same time it is made apparent that a false step carries him much further out of his way than any previous experience would have led him to suppose.

The smallest community has an individuality of its own. Geographical location, historical background, rate of growth, industrial and agricultural conditions, social habits, the influence of a few dominant personalities, political custom, and other factors combine to produce an infinite variety of form. There are however certain problems for the social worker which are common to the great majority of small communities.

In the first place, there is the one already mentioned: namely, the absence of well-known landmarks. The worker has been encouraged, for example, to coöperate with the Board of Health of his city. At times the said Board may have been dilatory or even negligent, but he has been told what to do under such unfortunate circumstances and is prepared for the contingency. What he is not prepared for is to enter a city of 50,000 inhabitants and find no Board of Health at all. There is no social service department in the hospital—it had been tried out and discontinued "because it duplicated the work of the Visiting Nurses Association." There is no local placing-out agency for children, no alienist in town, and, of course, there is no social service exchange. There is however an old-established and flourishing relief agency which is very proud of its "basket brigade." Moreover, there is a great difference in social practices. The newcomer, for instance, may have been accustomed to deal somewhat stringently in the matter of financial relief to tuberculous families, making it contingent upon the patient's response to the advice of the physician, regular visits to the dispensary, and, if

necessary, appropriate sanatorium care. In his new field he finds that although there may be a public tuberculosis dispensary in town, a very large number of indigent tuberculous people are receiving indifferent treatment at the hands of private physicians, and admission to the state sanatorium is the exception rather than the rule. The public acquiesces in this state of things and there is no legal way by which the advanced patient may be removed from his surroundings even though he be an obvious danger to the public health. Common sense compels the worker to pause to ask whether his former hard and fast policy in such cases would even be understood, much less accepted, by those with whom he now has to work.

In the state of bewilderment which sometimes comes as a result of such new and strange surroundings the worker may easily fall into two errors of judgment. He may be tempted to criticize in a sweeping fashion the community which presents these unusual phenomena, and he may assume too much responsibility. He does for others what they might much better do for themselves. The immediate problem of the new arrival should always be that of his own assimilation by the community of which he is a part. It rests with him to appreciate the fact that he must grow into his new environment. He cannot afford to maintain the attitude of the looker-on. The problems of the community are his problems, its weaknesses his concern, its successes a source of his own satisfaction. Such a viewpoint necessarily modifies the hasty impulse toward indiscriminate criticism. There is a point at which criticism becomes wholesome and necessary, but it must be based now not on superficial differences but on a proper understanding of the effort or neglect which in the course of time and under particular conditions has contributed to the circumstances considered. Moreover, the more sparingly it is used, the more effective does it become. Such a point of view will also deter ill-considered action. It is frequently alleged that the social worker too readily assumes that those with whom he deals are incapable of bearing their own responsibilities. It is especially necessary for a worker in a small community to realize that before any reform can be effective it must first be strongly grounded in the convictions and understanding of those who are the leaders of thought in the community. As a practical measure it is profitable for him to seek out those who represent the various activities in the life of the city, and identify himself with as many representative organizations as possible, the chamber of commerce, the rotary club, and other civic bodies. Through it all he must be on the watch for those who have social vision. Each day should see something added to his own knowledge of his surroundings. There are few questions in What Social Workers Should Know About Their Own Communities that he can afford to overlook.

In general, the first months on the new job are not months of very varied productivity. Nevertheless, it is important for the individual's future effectiveness that he should early attempt to demonstrate his ability in some decided manner. He is closely watched

by all. Particularly his future relations with his board members may be influenced for all time by his actions during the first few weeks of his coming. Rarely can he assume with any confidence a position of leadership at the beginning. But produce he must. In time he may come to take an influential part in the social work of the locality, but his natural field of operations, of course, from the day he arrives, is the agency with which he is affiliated. This must first be well equipped and in smooth running order before he can turn his attention elsewhere. Into its organization he must throw all the vigor and knowledge he can command. Particularly should he pay attention to its financial standing. This is never the most important feature of the work, but if it is in an unstable condition, no other feature is sure of success. It is, moreover, an aspect of the work which appeals very vividly to the board of directors. Indeed, so all absorbing does it tend to become to the board members, that from the first it is well to draw upon one's ingenuity in presenting the fundamental work and purpose of the agency time and time again at board meetings by means of case histories, illustrative charts and diagrams, varied reports and the like. These relegate the financial statement to its proper place in the handling of the business and throw an entirely new light on its debtor and creditor columns. The maintenance of good standards of case work is naturally the chief concern of the executive, and this involves such questions as supervision, office management, the handling of volunteers, publicity, and the proper interpretation of statistics.

The secretary in the small city has, moreover, a personal problem which is rendered more difficult by reason of his peculiar circumstances; namely, the problem of keeping up to date. He is one of an exceedingly small number of trained workers where formerly he had access to many who were leaders in the profession. He soon finds to his dismay that there is a lively expectation that, just because he is a trained worker, he will be able to speak with authority on any number of subjects of which he has no first-hand knowledge. In the customary absence of any ready assistance from the local library he can collect a "five-foot book-shelf" of his own with advantage. He can learn much by correspondence and conference, and he can send an S.O.S. call to various national agencies in the field when things become especially difficult. It is likely, however, that most pioneers in our small communities would fervently welcome organizations in their state to which they could turn as to a consulting engineer. Is it not possible that the various state conferences of social welfare and the like could each profitably develop a permanent bureau of advice and information for the benefit of struggling agencies within their respective territories?

In the course of time the executive must be prepared to help in shaping a policy to be followed with respect to his agency's obligations in the general field of social work. This brings him into the sphere of community organization and here again there are certain characteristics peculiar to small cities. There is an advantage in the

ease with which personal contacts are made. The mayor, the school superintendent, the secretary of the Associated Charities, the ward politician, and so on, work within a few steps of each other. They have many opportunities of meeting in the course of the day. They have the advantage of being able to converse readily, face to face, rather than through the medium of the telephone. On the other hand, the fact that a small community in many ways resembles a large family group creates an extraordinary degree of inter-relatedness between things. Family connections ramify in a most bewildering fashion. The confidential nature of case work data becomes doubly important. The mere recital of a family's circumstances is quickly recognized as being applicable to this or that individual. It is by no means uncommon to find that persons holding responsible positions in the town have relatives who figure rather largely in the case records of philanthropic agencies. It is unfortunate that this inter-relatedness of things does not imply a broad and coöperative spirit. The executive must be prepared to take account of cliques and bitter personal feuds which seem to flourish with unreasoning vigor in small places. For this reason to organize the personnel of a committee or board without the advice of some one well versed in the individual relationships of the place is to invite disaster. It is one of the most difficult and at the same time one of the most necessary tasks of the executive to keep his organization above the level of local personal disputes, and to avoid lining up with this or that faction. The nature of his position, however, gives him certain advantages in this respect. He has not inherited the artificial conservatism characteristic of so many small communities, and if occasion arises he can afford to tread on other people's toes, if not with impunity, at least without being regarded as an outcast in an otherwise pleasantly like-minded family group. It is a fact that reforms which in some quarters will be intensely unpopular can be urged to better advantage by one who has not been a native of the community.

Two considerations are of more than ordinary importance in the matter of linking up the work of the agency with the general program of social betterment. In the first place the trained worker must remember that if he uses the lingo of his particular profession too freely he is apt to be entirely misunderstood. The technic of social work is simply not recognized at sight. Even the simple statement that his agency "believes in investigation" may lead to endless difficulty. The technic of social work is based on the proper understanding of certain very human values and traits. The social worker has cultivated a sort of dialect of his own in which such phrases as "investigation," "first interview," "references," "case work," etc., are used for the sake of brevity to cover a variety of these values and processes. In speaking as a fellow-worker, however, to those who have the layman's point of view it is the language of ordinary every-day human intercourse that must be used and not the mysterious jargon of the profession.

The second consideration is that the extent of the social need of

the community, and the apparently small number of qualified leaders, professional and volunteer, demand the greatest economy of effort. It is true that the social worker in a small town in his time plays many parts. There is a well-recognized principle of reciprocity in vogue which compels this. The Y.M.C.A. worker is willing to convert himself into an apostle for the prevention of tuberculosis if the secretary of the anti-tuberculosis society demonstrates an active interest in the new Y.M.C.A. gymnasium, which is so much needed. Of course, the *quid pro quo* is never stated in such crude fashion as this, but it is nevertheless a principle on which things get done. In the course of time, as the Chamber of Commerce drive for new members follows the Y.M.C.A. gymnasium, to be followed in turn by the Red Cross drive, the Liberty Loan drive, the War Savings Stamp drive, and others, the secretary becomes somewhat dismayed at the demands made upon him, but if he fails to take a reasonable share of responsibility in these public affairs, it is safe to say that he will not gain recognition among the effective workers of the community, and when he in turn is campaigning for some object in his own field, he will not get the hearty response and support which he would otherwise command.

This may sound as though economy of effort would be the last thing that the social worker could achieve. On the contrary, it merely indicates the extreme need of such economy. A well-defined program of activities must be adopted and adhered to as closely as possible. Not a program of things the society *would like* to attain, but of what it can reasonably expect to attain in a given time and under specific conditions. And because the need is great and the number of effective leaders comparatively small it is more than ordinarily advisable that the whole available influence should be directed into the few most important channels. In other words, there must be effective coöperation. Sooner or later there must be a pooling of resources if social work is to be productive of lasting results. It is fatally easy for any one agency to go off half-cock on some hastily considered project of its own. The ease with which publicity is obtained, the rapidity with which an idea can be brought to the attention of every one, the demand of the daily papers for local news, are factors which give a deceptive impetus to new undertakings. They are an invaluable source of strength if the undertaking in question is really adapted to the present needs and if it has the necessary staying power. They only court failure if these necessities are lacking. This is not in itself an argument for the immediate formation of a council of social agencies. Such a formal organization might not be understood, and at first, at least, might meet with slight response. It does imply, however, that it is the province of the trained social worker to see that, so far as possible, the activities of one group are coördinated with those of another, and that a proposed extension of social work be considered in reference to present activities and available resources. One or two of the agencies will be willing to direct much of their effort toward one end if jointly interested in such things

as infant welfare, housing, recreation, public health, and the like. This in itself leads to a greater degree of coördination and therefore to a greater economy of effort.

It need scarcely be added that the organization of community effort must not end with the personnel of the social agencies. It merely begins there. To be truly effective, it must be put on a more truly democratic basis than this. It must reach out to the considerable body of people who do not ordinarily take much active part in public work but who, when properly roused and adequately informed, may be trusted to think straight and to make their influence felt. It is not difficult to arouse a sense of neighborliness often wholly lacking in large communities, and as this is one of the most potent influences in social reform, it gives to the pioneer a measure of hope and an incentive which go far to offset the obvious difficulties and dangers in the field.

III

INTERNAL ORGANIZATION ONE OF THE FIRST CONSIDERATIONS AFTER YOU HAVE TAKEN HOLD

1. Taking Over the Case Work.—In case the society is already at work, if you are also to be a visitor for part of your time, you should go over all the active cases with whoever is in immediate charge. Of course, if the former general secretary is still in the city, they should be gone over with him, providing, that is, he has not been retired on account of incompetency.

If there is a group of one, two, three, or more semi-trained or trained workers who have hold of the family work, you will probably take a half day in conference with each one on current problems. This you will follow with a reading of a certain number of records by each one, and carefully watch the new case records which are begun, thus gradually getting a working knowledge of what is going on, and in fact becoming a supervisor. After that the kind of supervision and the direct participation by you in case work will be determined by the quality of the work done and the volume of possible work.

I know of no set of circumstances which would indicate any course other than that of obtaining at the outset some grasp of the family work being done.

2. Confidential Advisers.—As quickly as possible, too, you should pick out, tentatively at least, the few people who may become your confidential advisers on people and conditions. If the president or chairman of the executive committee is such a person, so much the better. If the previous general secretary is still in the city and is sympathetic with you and the organization, he may be a likely person, providing he has shown any decent judgment in your previous contacts with him. There is no set of precepts which will guide you in picking out such advisers. You may have them before you know it, or you may have to search them out and then test them to see whether they will hold sacred their confidential relationship. Of

course, one of them should be inside the organization and a member of the board. Another may not be a member of the board, but some one perhaps who knows the community well and who displays liking for and confidence in you. At this stage, you should get hold of the minutes of the board, which, in a small society, may be quite improperly kept at the house or office of some board member who has been secretary of the board, and read them for the last year or so, and also ask for any typewritten reports which may be buried or filed in unexpected places and read these also. Certainly you should read all recent monthly reports of your predecessor in so far as those have been typed.

3. Your Board and Its Meetings.—Your board may be a new and queer animal to you. In your past experience you have never had such a body to deal with. If you have been in a district office, you have been acquainted with the District Committee, but that is a different affair. "What is a board for and what am I going to do with it?" you may ask yourself with a rather panicky feeling.

It is better to have that feeling than to assume the attitude of some new general secretaries I have known, who, not having been previously acquainted with boards, consider they are something one need not bother with. This sort of secretary just calls the board together when the stated time comes around, gives them a few routine statistics, lets them talk about finances ad infinitum, and does not bother much if the attendance dwindles down; until one day the general secretary is about all that is left. As to using board members individually, that is never thought of. By and by even the money is gone with the interest and you have a wrecked society.

A board is a very tender plant, which needs much nurturing. And oh, how carefully it has to be watched from year to year! It is like a professional baseball club: it can so easily go stale.

Yet it is this which realizes your aspirations and your dreams. It is this board and the standing and special committees that it may organize which make possible the work of the society. It stands for the society in the community, fights for it, fights for whatever movements may grow out of it, stands by through thick and thin, carries the work over the interregnums, when there is no general secretary present, is more important, when thoroughly educated, than any general secretary. Without it, no mere outsider, no matter how gifted, can make a community movement succeed, can hold community interest. The sacrifices of time, energy, brains, and money cheerfully contributed to our cause by board and committee members, are the reason and the only reason for our nation-wide strength today. The board functions more widely, far more widely, indeed, than in simply existing as a body which you, as general secretary, are to enthuse and energize until its members become propagandists and champions. It must decide upon all questions of policy, work out with you the details of inter-relations, determine the next steps to be taken, be continuously active in the interests of the society. If it

does not disagree with you occasionally, something is wrong, for no one, not even a general secretary, is always right, and the board ought to be able to discover sometimes when he is mistaken.

Keep as much routine away from your board meetings as is possible. Let the executive committee (to be referred to later) handle this, or in the lack of one, the president, with your help.

I have suggested recently that case statistics be not formally read to the board, but that copies of them be made for the members, and that the general secretary interpret any striking figures or variations which the report may present. It may be well to follow the same course with financial returns. In fact, let any routine report which is rendered from month to month be offered in typed form and not read out. There is nothing so deadly as the meetings, one after another, at which the same old reports are given in the same old way.

It is for you plus the chairmen of the committees to suggest the particular questions to be considered by the board at each meeting. Sometimes the agenda will be prepared by you and the president. Where you have an active executive committee, that may organize the meetings with your help. Or the chairman of that committee may make the decisions.

You will have an understanding with your president that a set order of business for the board is something to be traveled away from. The board may require set reports from committees in existence and from officials. All right; let them be presented in typed form and approved that way without being read.

But the meat of the program is that part which makes the board think. Sometimes it may be necessary to give a great deal of time to consideration of finances upon the request of the finance committee. It may be advisable to have some finance discussion at each meeting. No skilful secretary, however, will permit any one regular meeting to be devoted exclusively to ways of raising money, or will let finances occupy a large part of the time at a series of meetings. You will find that just as much is accomplished if the financial discussion is limited in time (unless, for example, you are discussing the whole year's campaign), as will be the case if it is allowed to monopolize the session. Permit even a serious financial situation to take up almost all the time at a series of regular meetings, and you will wonder why your ordinarily normal and cheerful directors appear to be completely o'ercast with gloom. You will find them acting like a group of old women gossips, talking on endlessly over and over the same ground, and ever sadder as they talk. What they want then is the administration of a swift, good mental kick; concentrate your effort, therefore, quietly between meetings upon one or two members of the board who have pepper. If they have been irregular in attendance because they have become disgusted, so much the better. You can get them to see the utter folly of endless talking. Outline a short sharp personal campaign covering selected names and have them present the plan at the next meeting, with sundry vigorous embellishments, pushing it through with definite assignments to board members and others.

Well, what else for the board meetings?

Remember Mr. Dawson's remarks about charts, diagrams, etc. These are educational always; they may also point toward definite action. Your small city board should be called into action in deciding really difficult cases, involving policy oftentimes, which may be referred to it by the Decisions Committee (taking the place of your district committee).

If the society is already a well-established one, with its case work in good shape and with some committee activities on foot which have grown out of the revelations of the case work, you will, of course, take up the threads as they have been dropped by the former secretary. Unless you feel that some step taken or some plan made is totally unwise, you should not interfere with the continuity of effort on the part of the society, even if some of the plans do not interest you individually, and other questions loom larger in your mind. Your time will come a little later; but you should, so far as you conscientiously can, follow to the end the plans which have already been made. This is not your work, but the society's work, and you are but one in a succession of secretaries. Nothing hurts a society more than to be apparently wavering and changing in attitude.

It is impossible, of course, to suggest the special questions requiring thought and action which may occur in the field of work of any one society. There will be the questions of treatment, with the occasional very difficult family problems, generally involving some question of internal policy for the society itself. There will be the need of considering what plan of campaign should be followed with reference to an agency, public or private, which may fail to function. There may be the need of endeavoring to have the proper official appointed for some public position which is partly social in its functioning. There may be the need of considering not only how the Health Department, if there is one, may be induced to abolish an intolerable condition in a particular house, but, if there is not such a department, what forces should be enlisted for a campaign in order to secure a proper health administration. Then there will be questions of direct coöperation or how to secure it with agencies which are functioning, the presentation of the work to different groups, the requests for coöperative action which will come from other active centers.

We are giving here simply some illustrations of the kind of problems which go before a board. We shall have something to say in Part IV about the policy to be pursued before the case work is really established. A new secretary with a new society has a somewhat different path to pursue than that of a new secretary with a well-established society.

It may be said, generally speaking, that in so far as a general secretary can bring in his board to decide with him all questions except those involved in ordinary family treatment and planning (where the Decisions Committee functions except when it asks the board to advise and lay down a policy), the surer will be his progress, and the

greater will be the interest of his board. We refer, of course, to questions which are worth while and which do require thought. You are to assume the attitude that you, as chief executive, are going to carry out the policies of the board. You are going to help the board in deciding upon policies and your influence will be considerable, but you are not to be the only thinker and you are not to use it simply as a rubber stamp. It is not you, but the board, which makes the work possible. The imprint of your own philosophy and your own personality will be in everything the society does, but it should have something also of the philosophies and personalities of others.

4. The Board as a Living Organism.—The Board is a living organism, sometimes healthy, sometimes unhealthy, but always in a state of change and growth. It is presumed, even if you are going to a newly organized society, to have been completely formed, though this may not be the case and you may be early forced to help in securing new members. If you are, remember to guard against too great a proportion of women, or of any one element or profession. Thus, some boards run too much to clergymen. If a clergyman of one denomination is elected, the tendency is to assume that each denomination should be similarly represented, whereas the important thing is to secure the clergyman with a genuine interest in social things, and who has a following not confined to his own denomination, if such a one can be found. Search also for men of comparatively broad outlook in the other professions and in business life. Then, if you can get people, such as the superintendent of schools, or the Y.M.C.A. secretary, or the medical specialist in tuberculosis, or the college professor, who have your point of view somewhat, and have some real influence in the community, you will find them most powerful aids upon your board. They may not be in a position to help in the financial campaign at all, or even to give much time to your work, but their strong support of your kind of plans at board meetings, even if they may differ with individual plans sometimes, will alone make it well worth while to have them. It is so refreshing to have people who are quickly able to take up your cue and develop it themselves, which does away with the necessity of your carrying on one end of the discussion until understanding comes to other members.

But changes should occur in boards from year to year, and no matter how good a board is, it may be made better. A new secretary going to a society already organized will make no assumptions based upon what the previous secretary has said, as to the usefulness or lack of usefulness of any members of the present board. He will give every one a fair show. But some members may not be at the first meeting. You will go around to see them just for a talk. If you have something for them to do for you, all the better. If, however, they cannot be seen and you are warned by other board members that they are merely figureheads, not even pledged to attending the meetings, you ought to consult with important members of your board

during the first few months as to whether or not they should be carried. A board of 15 can carry a few figureheads, but should not unless it is absolutely necessary. As to those who have lost interest, they may really be worth while and you may be able to win them back. If not, you should certainly take up with your board, or with certain members of it, the advisability of filling their places as soon as possible, at least when the time comes around for their reëlection, if your board feels that it is dangerous to ask for resignations. There is a third kind of useless member: the one who has fallen behind in the march of progress, is too old to give any services, too far behind to give any advice, but too fond of his membership on the board to withdraw. Do not continue with this handicap indefinitely. Induce the Society at its annual meeting, with the help of the board, to increase the number of vice-presidents and elect these members to that position, with the privilege of attending board meetings but without a vote there. Then their places upon the board may be given to some who will feel responsibility and who will give active service.

Board members are of many kinds. Let us speak of six important species:

1. Those who can give some service and advice between meetings and who can contribute to discussion at meetings.

2. Those who can contribute something worth while at meetings or in advice at other times, without being able to give other service; as, for instance, the kind of Y.M.C.A. secretary or school superintendent referred to on the preceding page.

3. Those who can serve well when called upon for a specific thing, but can contribute nothing at meetings or in the way of advice at other times, and may be rarely seen at meetings.

4. Those who contribute nothing at meetings but imagine they do and are so impressed with the value of their contributions that they have no time to give to you between meetings.

5. Those who are mighty good advisers between meetings, wise, broad-minded people to whom you naturally turn for suggestion when you have something new up your sleeve, but who cannot give much service and who very seldom attend board meetings; as, for instance, the office lawyers who are not good pleaders, but whose judgment may be invaluable notwithstanding.

6. Those who are first rate at raising money and nothing else. Because they are not very philosophical they are liable to be superficial in their appeals but they are well-meaning persons who are oftentimes very modest about their contribution to the success of the work.

Your essential classes are Nos. 1 and 2 and 3. If your money-getting power is not sufficient in Nos. 1 and 3, you may need one or two or three of No. 6 class. If a No. 5 person is already on your board, keep him there, but do not search for one unless you really do not have a person in your No. 1, 2, and 3 classes in whose judgment and penetration you have the highest confidence. As to No. 4 class, you will probably have the devoted help of your board in planning a way to shelve any one belonging under that head.

Nos. 1 and 2 together should, of course, exceed Nos. 3 and 6, if it is possible.

I think it is just as well occasionally to analyze the active members of your board in conference with your president or some influential member, to see just how they fall with reference to this very crude classification. By that I do not mean to imply that you would suggest that some really active and interested member should be dropped at time of reëlection in order to bring about proper equality between these classes. But it may be taken as axiomatic that each year one or more persons have probably outlived their usefulness as board members, though not as supporters of the society in the community. They may have resigned because of taking up other duties, or despite your efforts have become less and less interested because engrossed in other affairs, or have become more and more out of sympathy with advanced positions taken by the board, and so on. Some care should be taken by the board in the weeding out of those who are no longer giving real service. Your constitution probably provides for a certain number of members going out each year, with a three-year term for all. If it does not, you should endeavor to have it so amended. The division of members into three yearly classes makes it possible to examine more carefully the group (one-third of the whole) which goes out each year in order to determine which ones have outlived their usefulness. In filling these vacancies it is well to consider the proper representation of the classes indicated.

Now, in determining this question as well as that of what new people should be brought in, I believe the general secretary should play a part, especially if the president of the board is inclined to do nothing; but he should never take the position of dictating as to who goes off and who comes on. The better way of handling the matter, even if the constitution does not directly point out this way, is to have the board instruct the president to appoint a nominating committee before the annual meeting. Necessarily this committee has to be small, for obvious reasons—three members is a good number. One at least of these people should be from outside of the board, but one should be an active board member. To the meetings of this committee the general secretary should be invited, as well as the president or chairman of the executive committee. The general secretary should offer his views on the non-usefulness of members and will be backed up by the president or chairman if he is correct. He may also suggest the names of people who, in his opinion, would strengthen the board, together with the reasons for this. If he is on understanding terms with the members of the committee, he may even explain lacks in the proportion between the classes already indicated. He should try to have in mind more people than there are vacancies, so that the committee may have an opportunity for selection. The committee may ask him to comment on other people whom it suggests. Its final selections should be made, I believe, in the absence of the general secretary. Before the annual meeting this

nominating committee should secure the acceptances of the persons selected to serve.

If a new secretary finds, after arrival, that the board, at the time of the preliminary visit, put up a better appearance than its real condition justified and that it is dangerously weak, or if he indeed discovered this fact at the time of the visit but concluded to take the risk anyway, he will have to take drastic action and not await the annual meeting unless it is near at hand. He should immediately urge the organization of a board committee on board membership authorized to ask for the resignations of non-active members and to nominate new people for the board. All constitutions should permit boards to fill vacancies in their own membership pending the next annual meeting.

5. Keeping the Board Members Interested and At Work. —It is evident from what has preceded that the general secretary's responsibilities in keeping the board members interested and at work do not end with his seeing that there are presented at the meetings questions requiring their consideration and decisions.

Out of these board meetings will come some assignments and tasks for individual members or committees. If there is delay in carrying them out, it will be necessary for the general secretary, with the help of the president or chairman of the executive committee, to follow up these tasks somewhat.

Then there will come up many day to day problems in connection with the case work or other work of the society in which the help of individual members may be very useful and should be obtained by personal interviews.

Also there are other occasions when you will wish to consult with certain members in advance of board meetings about problems which are coming up, getting them acquainted with these problems, taking them into partnership in the advocacy thereof, and so developing their interest as sponsors.

No notice of a board meeting should be perfunctory. If possible, you should announce one or more subjects which may be coming up. Furthermore, besides sending the notice, you should have some one telephone on the day of the meeting to each member of the board. You may even telephone in advance of the last day as a precautionary measure.

6. Structure of the Society.—We have discussed the board before discussing the structure of the society in order to emphasize the importance of the problems therein presented. Logically the order should be reversed.

Now as to structure:

(*a*) Certain members of the community give service or money to the society and thereby become annual members so long as they perform that service or make such a contribution. Most societies in their constitutions provide for a minimum contribution which shall

carry membership. Many societies, unfortunately, do not provide that volunteers giving actual service to the society are thereby members of it. This provision should be universal. It should not apply to board members, however. A non-contributing board member is a drag upon the society. Let him give something so that the society can face the community unabashed. It should apply to all active volunteers in connection with family work, as the office indices show them, and all members of committees, standing and special, who are not members of the board. But because service brings with it membership is no reason for not giving volunteers able to contribute a chance to do so.

(*b*) All members are invited to the annual meeting of the society. Sometimes this may be by individual invitation, sometimes by newspaper notice. The members formally elect the members of the board.

(*c*) The board generally elects its own president, vice-president or vice-presidents, and treasurer, and these are also the officers of the society.

(*d*) We have already discussed the functions of the board. The board elects the general secretary to serve at its pleasure. It is generally provided in the constitution or by-laws that the general secretary shall serve as the secretary of the board and keep the minutes of board meetings. Thus they will always be at the society's office, where it is essential that they should be, since so many of the matters decided upon may be left to the secretary for attention.

(*e*) A small society constitution generally provides for three standing committees: executive, finance, and decisions. The members of the executive committee are generally required to be members of the board. This is also generally true of the finance committee, though not always advisable there. The chairman, however, should be a board member. The decisions committee may or may not have any board members on it.

(*f*) The executive committee, consisting of from three to five members, should be the inner circle for the general secretary. It should decide current minor questions for the board, and, in emergencies between sessions, major questions, subject to review by the board. It should arrange with the general secretary for the agenda of the board. It should be charged with the preparation of the budget (which is approved by the board) and the supervision of its expenditure. Generally it should be the committee with which the general secretary consults in making appointments or dismissals. The chairman of this committee may or may not be the president of the society. Sometimes an older man of standing, but who is very busy, is president, and the executive committee chairman is a younger man who can give more time.

(*g*) The finance committee is charged solely with the duty of raising money.

(*h*) The decisions committee is charged with the responsibility of representing the board in connection with the case work of the society. It generally considers only a fraction of the cases, the

general secretary making the selections. Its membership is built up along the same principles that apply in the organization of a district committee, excepting that city-wide agencies are represented by their executives rather than by district representatives.

(*i*) Special committees are appointed from time to time by the board (or rather by the president upon vote of the board).

(*j*) The actions of all committees are subject to review by the board and all should report at intervals.

(*k*) The general secretary is the chief executive of the board. He is usually a member ex-officio of all committees and so far as their actions do not contravene policies established by the board, he is charged with the duty of carrying out their instructions as well as those of the board. If he believes there is such contravention, he should appeal to the executive committee who may take up the matter with the board. If he believes any action to be actually unwise and harmful, even though the board has laid down no policies thereto, he should appeal if he cannot win the committee to his point of view.

If all relief, beyond an interim fund pending the making of a plan, is organized only as it is required, the discretion of the decisions committee on questions of relief is complete in all cases submitted to it, save that the general secretary still has the right of appeal to the executive committee. If, however, the society has a large relief fund or draws largely for relief upon the general funds of the society, the board may place certain restrictions upon the use of such funds, either by the decisions committee or, when cases have not been submitted to the decisions committee, by the staff.

This in the main is the ordinary general structure of a society. There may be variations from it. There are some societies which have no executive committee. I have found in many such cases, however, that the president, in frequent conference with the general secretary, is practically serving in that capacity. I am sure it is a mistake not to have some method whereby you guard against the taking up of the time of your board with details. You cannot maintain the interest of a large group of people, especially of business men, on details which can be as easily disposed of by one or two or three people.

If you find that your society, by the limitations of its constitution and by-laws, has a radically different structure from the one described, it is well to advise with the Association. If practice only has brought about different structural formations, not originally purposed, you need only bide your time to effect a change because you have the constitution and by-laws behind you.

7. The Staff and Your Relations With It.—There are no such sharp divisions of work among members of a staff in a small city society as there are in a district of a larger society or in the central office of a larger society not yet districted. You may find yourself doing all sorts of things, even typing a letter or so some day while

your office helper is out making an emergency visit. All sorts of conditions arise and flexibility is almost a *sine qua non*.

Then you are going to find that all the jobs that do not specifically belong anywhere else gravitate toward the general secretary. As the general secretary of quite a large society once said: "Something most unusual may happen to one of our families and my staff may handle it without my knowing of it possibly until afterward. But if a glass door is broken, that is a matter which just has to come to the general secretary before it can be repaired!" I would suggest the keeping in mind of two thoughts in connection with this amusing yet exasperating problem which often takes up an undue amount of time:

1. As a general secretary in a small society you cannot help doing things at times which others could do just as well, if not better. But always be sure that it is necessary for you to do it, for you are the highest paid person in the employ of the society and should conserve your time to keep faith with its supporters.

2. Train your second in command to handle business details in so far as possible, you approving afterward, but encouraging her to act on her own initiative. She may sometimes make a mistake, but it is cheaper for the society for her to feel that she is in partnership with you than that there are certain things she dare not enter upon.

You may have an importation of one or two trained workers, but whether you do or not, you are likely to have just as many or more local people about you. You may find, though this varies considerably in different cities, that even your humblest paid worker moves in the same circles as your president or the members of your board. If your humblest worker is not in the same circles, the chances are more than even that the worker you are training is. You realize, as you have done many times before, that your city is smaller than the one you came from. You must realize, too, that you are not to regard as a heinous crime the fact that such a worker, in the course of a conversation, has said something about the work which comes back to you through a board or decisions committee member. It is well-nigh impossible to prevent such happenings. You must counsel reasonable discretion and the avoidance of pure gossip. Furthermore, you must regard the spirit in which things are said. If your worker actually begins to appeal over your head, that is a different matter. The sooner you come to the final test as to whether she or you must go, the better for the society. The absolute loyalty of the staff to one another and to the general secretary is even more necessary in the small than in the large society, but that loyalty cannot be interpreted literally to mean no talking whatever outside of the office.

I trust you will not feel from what I have said that the small society staff itself constitutes a hard and difficult problem. I do not remember anything more delightful than my contacts with such staffs, all the members of which are genuinely interested in every branch of the society's interests—the family work, the questions of education and money raising, even the problems of individual board members. Some of the best advisers of a general secretary may be

members of his staff. Much depends upon right selections and a courageous taking hold of any situation should friction develop.

A new general secretary must have some dignity in his relations with his staff, but should rule by the strength of his experience, his poise, his most thoughtful consideration of whatever they have to offer, his good nature and humor under strain. The relationship should be one of real comradeship with the least possible amount of authority obtruding. It might be here added, for the benefit of new secretaries seeking for trained or semi-trained workers from elsewhere, that the following sources of supply may be consulted:

1. The American Association office.
2. The National Social Workers' Exchange, 130 E. 22d St., New York City.
3. Schools of Philanthropy.
4. Nearby societies of good standing. Not necessarily in an effort to secure one of their own paid workers, but sometimes on the possibility that one of their most promising volunteers might be persuaded to take a paid position.

In seeking any local family workers, not much instruction can be given. If you can, you will find one with a university education who has at least taken some social science courses. Sometimes you will find a worker in another social field who has had to return to your city because her family lives there. Such a one may be desirable provided she does not believe she knows more than you do.

But take this warning to heart: DO NOT ENGAGE ANY ONE WHO IS DIRECTLY RELATED TO ANY MEMBER OF THE BOARD. Indeed, I am not sure whether you had better not have this part of the understanding before you accept the position. The chances are about five to two that trouble will result if you have under you an actual relative of a board member.

8. OVERTIME OF A NEW SECRETARY.—If your society is one just organized or one that has been fundamentally reorganized, you will probably have to give a great deal of overtime to it the first year. This may indeed be the case, even if the society has been established for a long time. You may have to conduct a revival. I am not here referring to the meetings which you may attend outside of hours. You will always have that sort of overtime. But I am speaking of straight work in getting the society to function aright. As a matter of fact, overtime is scarcely ever an absent phenomenon in the life of a general secretary. There is, however, this danger with reference to a new secretary: that he will never reduce speed after attacking a pretty big job. If he does not reduce somewhat after the first year, he is neither wise nor fair to his work, his board, or himself. He needs to read the works on the "physiology of fatigue."

9. EDUCATIONAL AND FINANCIAL CAMPAIGNS.—The problems of the new secretary with reference to educational and financial campaigns are the problems of all secretaries. It is a long, long, very

detailed subject, and we shall only attempt to offer a few precepts, and then give some references.

Remember that the educational campaign must be a continuous process during the year. It is not something which is attached to the financial campaign. The financial campaign should have educational characteristics if it is going to be worth while. It may also be continued during the year. But if all publicity material is issued with the direct purpose of raising money, then the true ends of an educational campaign have been forgotten. Publicity is for the purpose of interesting and educating people, so that not only will they know what the society is doing, but that something more of social vision and conscience may be developed throughout the community. You are building both for the society and the community.

As to financial campaigns, I have already indicated that the general secretary will usually have to be the organizer. He will probably have to serve as secretary of the finance committee and may at times do personal work, in seeing important people. But he should never assume the responsibility of raising all or most of the money. He is just one member, ex-officio, of the finance committee.

The Charity Organization Department, through Mr. Hall, is always glad to advise with secretaries as to either financial or educational campaigns which may be projected. The Department also has a set of four traveling scrapbooks containing publicity material, i. e., (1) annual reports, (2) newspaper clippings, (3) leaflets, booklets, etc., and (4) bulletins. These may be obtained upon request. They are bid for months in advance.

The Association's Committee on Publicity Programs has been instructed to make a report at the annual meeting of the Association in 1919. It is expected that it will discuss both right and wrong methods of publicity for smaller cities. We can say here, however, that in working out the plans for this part of your program you will find it of the greatest value to advise from time to time with persons who have made a specialty of the study of publicity in one form or another.

The Charity Organization Institute, in 1918, listed thirteen general methods of educational work, the last four of which are really the most important, though certain of the others should not be neglected.

1. News items.
2. Paid advertisements.
3. Exhibits.
4. Leaflets.
5. Annual reports.
6. Fiction.
7. Films.
8. Lantern slides.
9. Reports sent to those who refer cases and to contributors.
10. Informal conferences with other agencies and individuals in regard to particular family problems.

11. More formal conferences in decisions committee.
12. Contact of volunteers with their friends.
13. Public addresses.

Financial work may include:

1. Personal solicitation, especially of prospects and those whose former subscriptions have lapsed.
2. Letters of appeal to prospects.
3. Letters of appeal asking for renewals.

Quite generally letters of appeal are accompanied by circulars or leaflets. For ideas regarding educational propaganda, reference is made to the CHARITY ORGANIZATION BULLETIN, April–May, 1918. Read this over before you leave your parent society. It contains references to other Bulletins on the general subject, any of which may be obtained from the Charity Organization Department so long as the supply lasts.

10. STATISTICS AND OFFICE SYSTEM.—As regards statistics, reference is made to the first and second reports of the Committee on Statistics of the American Association. The former (C. O. 43) is published in pamphlet form by the Charity Organization Department, and the latter in the CHARITY ORGANIZATION BULLETIN for August–September, 1918. Both reports are necessary for an understanding of the committee's recommendations.

With reference to office system, consult the CHARITY ORGANIZATION BULLETINS for January and February, 1912. Certain of the suggestions these Bulletins contain are now out of date and will be superseded by Mr. Hall's book on Office Methods in Social Work, coming out in 1919.

The general caution should be given that it is unwise to transplant the office system used in your parent society, if it is a big one, to your new field. You require something simpler.

For educational pamphlets and case record or bookkeeping forms published by the Charity Organization Department, see its catalogue list of pamphlets and forms.

IV

POLICY AND DEVELOPMENT

1. THE FAMILY WORK ALWAYS FIRST.—If the society to which you are going has a well-developed family case work with a good staff, you can pick up both the case work and the community program where the former secretary left off. You will, from year to year, make sure that the quality of the case work advances and that necessary additions or changes in the staff are made. You will never forget that without advancing standards in case work, which means your group really knowing more about actual conditions in the city than any one else in it, your sole justification for leadership in any direction is gone. The society is consulted and appealed to on this

or that question because it is believed it *knows*. But if it knows no more in one year than the year before, it is becoming a less and less useful guide, and has no further claim to any sort of leadership. Leadership involves advance, and advance involves deeper and deeper knowledge.

If the society to which you come has not a well-developed family work but an extended community program, you should endeavor to drop the latter in so far as possible and give attention to the former until it is in good shape and is really furnishing the indices for any sound community program. Of course, there may be some matters in process of development that you cannot very well drop. If so, it will be well for you to determine hastily, by superficial examination, whether there are apparently sufficient data to justify the undertaking. If there are not, you should not hesitate to suggest a discontinuance of the activity until data drawn from the case work may, in the course of months, be gathered. If the society you are going to is a new one, or practically a new one (remade from an old organization which was simply a relief giver), there will be required a year at least during which concentration upon case work and education of the community in case work will be necessary. A longer period may even be desirable and no community program may emerge for two years. There will doubtless be some among the members of a new board of directors to whom the idea of case work will be entirely new. The interest of these members can be kept alive during the educational period by your care in seeing that certain community matters of importance are brought before the board for consideration. This may have the effect of showing these new members how closely the big community problems are related to case work.

2. Community Program.—Some of the readers of this may be somewhat uncertain of themselves at this point. They have never participated in the making of a community program and to them it may seem a strange and mysterious thing.

In so far as a society is directly concerned in carrying out the items of such a program, or in inducing others to do so, a new secretary will need the advice of the American Association, of other national organizations, and of state and city organizations, as to technic and method. In so far as the listing of those things which should go into such a community program is concerned, he needs help from no one. For they will all naturally come out of the interpretation of real, not sham, family social case work, and a study of existing institutions, laws, and administration, affecting the particular problems which may be revealed. There have been secretaries who have imagined they must race around to find the program when all they needed was real case work in their own offices. It is for that reason that we have emphasized the fact that advancing standards of case work are the sole criteria to determine whether or not one of our societies has anything to contribute to the community program.

3. WHO SHALL CARRY OUT THE COMMUNITY PROGRAM?—In larger cities the societies serve as interpreters of social conditions. They may or may not have at any given time special committees of their own, conducting special activities or special campaigns. But whether they do or not, the group is certain to be represented on committees and boards outside of their own organization and to have contributed to these other movements much data obtained through the daily work of their own organization. They have served more or less as the energizers and as the one important source which furnishes the basis for decision and action.

In the smaller city, more particularly that under 100,000, one is more likely to find special committees of the society itself at work. There are fewer groups in the social field, and so more varied demands upon the society. In other words, our functioning with reference to the carrying out of the community program means that we must do those necessary things which no one else will undertake, and help or induce other organizations to do what they are able to undertake. Yet there are special dangers in the application of such a definition, and it is well to analyze the problem a little more carefully.

In the first place, there are, broadly, two kinds of activities in a community program and our policy as between the two should vary:

We have:

1. Special educational or agitation campaigns for inducing certain action or the eventual assumption of certain responsibilities by public agencies, both legislative and administrative.

2. The organization and conducting of day to day activities by privately supported agencies.

Sometimes there is an intermingling of these two; that is, when a privately supported activity is organized for purposes of demonstration and with the express idea involved that eventually, by the use of argument and influence, the work shall be taken over by a public department.

With reference to No. 1 activities, our societies in small cities are bound to see that committees get to work, for oftentimes they are the only ones who have sensed the real situation. Now, if for that very reason the committee at the start is organized as a committee of our society, though including others from the community who are not primarily connected with the society, it is evident that in order to secure larger public interest and support you will be anxious to secure the interest and approval of the women's club, the chamber of commerce, the rotary club, etc. You may suggest the appointment of committees from these organizations. Possibly a joint committee may grow out of this. Possibly an outside organization may be induced to take the leadership, representatives of the society serving upon its special committee on the subject or upon its board.

In questions of this sort, there is nothing in accepted and common internal policy to prevent our societies from assuming leadership. But with reference to securing larger support and greater promise of success, the aid of other agencies of the character indicated will be

more and more frequently asked—this even to the extent of shifting the main burden on to the shoulders of one of them. It is to be borne in mind, however, that except in the case of the chamber of commerce, none of the others will ordinarily have paid executives. Therefore, the staff of our society will be often obliged to discharge informally the staff duties of these other organizations; not, however, when some volunteer in one of them really assumes full responsibility as an executive.

Coming now to the mixed method—a demonstration through a No. 2 activity designed to be turned over to a public agency later—if the demonstration is going to be a comparatively short one, for a few months only (as, for instance, having one member of the staff serve as volunteer dance inspector looking to an ordinance later appointing a regular inspector), our society may well assume the responsibility for making it, while developing interest along the line suggested in the last paragraph.

If the demonstration is to be quite indefinite as to time (as, for instance, the establishment of a tuberculosis sanatorium in a city where no interest has been previously manifested on the part of the administration or the people in general), then we should consider it as presenting all the problems of a No. 2 activity.

Turning now to No. 2. The conducting of any day to day activity by a private agency, as well as a public, implies a paid staff of one or more. Furthermore, any social undertaking involving the upkeep of an institution, whether it be for the tuberculous or a home for the friendless or a home for day care of the children of working mothers, brings in a series of questions of institutional management for which the organizing society must be responsible and which you as a general secretary are in no way equipped to handle. You may have a competent staff for this special institutional activity, but if the work is rightly integrated, you, as chief executive, must be chief executive of this also. It has been common experience that where one of our secretaries has been responsible for institutional activities, he has found himself compelled to give more and more time to the institutional problems, to the great detriment of his regular work and to his own considerable dissatisfaction. But that is not the only consideration. If you run an institution, you cannot let your institution clients starve or get on without the necessary staff of workers. Therefore, the upkeep of the institution by and by becomes the first consideration of your board. Your family work, instead of being primary, becomes secondary. You will find a board willing to take a worker off your family work staff in order that the absolutely necessary staff for the institution is maintained intact. I have seen situations, indeed, where the board would have given up the institution last of all, thus completely forgetting its original responsibilities. In the field work of the last eleven years, some of the most backward of the societies discovered—societies years ago with bright promise—were those which had run to institutional activities; we could directly trace their decay to the development of those activities.

Therefore we strongly urge new secretaries to keep their societies out of institutional entanglements at all hazards. If you do become involved despite yourself, then watch, conspire, and scheme to get the particular work off your hands, through its assumption by another private group, or by a public department, *or by another method of handling the particular problem.* If I were you, I should harp continually upon the incongruous arrangement, the danger of affecting the primary family work—for which the society really exists,—doing this in private with the more thoughtful members of the board. Show that you yielded only under compulsion. If the scheme has been put over shortly after you have come, you may have to wait until you have established yourself before opening up this attack. Never become reconciled to the arrangement and constantly search for a way out. This is one point where boards so easily go wrong, and it is your duty to keep continually before the minds of individual members the fact that they have violated one of the fundamental principles of technic in the social field, the linking up of family work with any institutional activity, and that this is one of the few points where, for the sake of your own professional standing, you can never agree with them though you may carry out their wishes.

But supposing you cannot see in your community any logical and efficient group of people, either organized or which may be organized, other than your board, or any public department which may be persuaded or is likely to undertake the required institution. My suggestion then is that you urge a separate board, a separate society, for the institutional activity, even if three-quarters or more of the board are of your board, or are among your most earnest supporters. That, at least, will relieve you as secretary of any except advisory responsibility. Furthermore, you can hold your own board meetings to the problems of your own work. There will be no excuse for interjecting here, as a matter of right, the institutional problems. It is all right for the members to meet in their institutional capacity after your regular board meeting is adjourned, but be sure your board always meets first, because your society is the more important of the two.

Let me call attention also to a phrase we used a little while back and italicized, "or by another method of handling the particular problem." What did I mean by that? Well, on more than one occasion we have seen little institutions of which there was no need established in cities of from 10,000 to 40,000. For example, a place for homeless women with or without children, when, after all, there are only occasional calls for this kind of service. The problem should have been easily handled by placing some pensioned nice old lady or couple in a house with extra rooms and having her or them take the occasional women and children. You can have the services of the city physician in examining them, and no other children will be involved in possible contagion. Until a city lodging house is established, you may negotiate with the best one of the commercial lodging houses to receive your homeless men clients for a stipulated amount,

and you may have on tap coal and wood yards and other places which will furnish limited work at your request.

An institution for children in your city or in some nearby city may be persuaded to have an isolation room for the occasional detention of children for the Juvenile Court which will be better than an attempt by you to maintain a private detention home until a public one is established. For the occasional women who must work away from home, some of your most reliable clients may, under your instructions and those of your medical advisers, furnish an informal day nursery service. It may be true that the institution you might establish would furnish better service than these makeshifts, but the total community service rendered by your society in doing its own work will, plus these makeshifts, be greater than if it had excellent institutions but poor case work and an incompletely worked out community program.

It may be well to add a word of warning at this point in regard to employment bureaus, clothing sales, and other forms of industrial activity. As departments of your society, these will tend to draw you away from your main work. In themselves they present other objectionable features which will doubtless be apparent to you, trained as you are in the fundamentals of case work. The Association will be glad to point out, on request, some of the more specific objections to the policies these activities represent.

So much for institutional activities under No. 2. When it comes to field activities under this same head, the problems are more complicated. The community may need one or two visiting nurses, or an infant welfare station, or a dispensary, or the development of a real juvenile probation system, or of a social service department for the hospital or dispensary. You will, as before, learn whether any outside group is organized or can be organized to get under the task. Sometimes a group may be willing to finance but wants you to assume supervision. You may do so for a time, until they are willing to assume full responsibility, or until a public department takes over, for example, the juvenile probation work after it has been developed by a worker paid for by a private agency.

If no such group can be found, your society ought to assume the responsibility and carry it as long as necessary. "As long as necessary" involves more than a possible willingness on the part of an outside group to become entirely responsible. It involves a willingness and ability to conduct it along reasonably good standards. For example, you have a first-grade nurse at work. The time comes for a second. You wonder whether a certain group of women might not organize a Visiting Nurses' Association. But if you feel pretty certain that if they do, they are not going to bother to obtain graduate nurses, but will "pick up practical nurses," you ought to continue on the job for the time being at least. In other words, it is of no use to encourage separation and a new organization if the work is not going to be half way done. Oftentimes such new organizations are intensely jealous of the society originally responsible for the work,

and are inclined to resent any suggestions for improvement coming from it.

Furthermore, if the new work has before it a large educational and propaganda program and requires an executive as experienced as you are to head it, and you know the community is not in a state of mind to pay for such an executive, it would better be conducted by your society, with you as its executive and spokesman, and a capable person who is not yet a leader, on a smaller salary, in charge of it.

All that we have said points to the fullest utilization of community groups and resources, therefore a greater diffusion of responsibility and from it a more wide-spread interest. That is, your society should place responsibility elsewhere, so far as possible, even when it is the initiating force.

4. Relations with Public Charities Departments.—The relations with public charities departments involve so many questions of policy in which the experience of other small cities may be of value, that it is suggested to the new secretary that he lay the whole situation, as he finds it, before the Association and obtain whatever suggestions it may have to make.

The relations with an unsocialized public department (there are only a few which are socialized) have to be purely opportunist in character, but there are certain kinds of arrangements which have been found to be unusually hampering.

5. Relations with Other Agencies in Connection with the Family Work.—A new secretary should make it a point to visit all the agencies with whom he is liable to have contact in his family work as soon after arrival as possible. These calls should be of a "getting acquainted," friendly sort, and will help him to know exactly what each is doing and what each is capable of doing. This will enable him to avoid mistakes in possibly assuming that some are equipped to do work which they do not pretend to do.

He will be especially careful not to assume too demanding a tone in his first contacts with them in connection with particular families. If there have been secretaries of the right sort before him, the way will be very much open anyway, and he will pick up the threads of coöperation where they have been dropped by his predecessor. If, however, the wrong kind of secretary has preceded, or his is a new society, he should remember that his coming has probably been heralded by zealous but unthinking supporters as "the dawn of a new day" and that some people in other societies are not in an entirely pleasant frame of mind, and are quick to observe any apparent indication that this widely advertised "expert" wants to dominate.

He will work with all the organizations he possibly can, willingly advising them on request, making the best possible contacts with them, and trying his hardest to win their sincere friendship.

He may find, however, that the local field has one or more organizations which are useless, or worse than useless, or are accomplishing very little at the expenditure of very much. That is, he may find organizations which ought not to exist as they are. As soon as he has absolutely determined this, he will begin to gather data which at some later date he will wish to present confidentially to some members of his board, as a preliminary to discussing a plan of campaign for betterment or elimination. No wise secretary, however, will think of developing any controversy of this sort until he has firmly and thoroughly established his position in the community as a constructive leader.

He will, so far as possible, make other agencies, if they are at all hopeful, feel that they are part of the game, jointly responsible with his society in the program for social advance. Representation upon the case committee and other special committees should be arranged whenever advisable.

We would suggest that the advice of the Association be sought in case the secretary feels that a more formal organization of the partnership into a central council of social agencies is desirable.

6. VOLUNTEERS.—It is scarcely necessary to speak of the volunteer and his training to a secretary trained in any one of our recognized societies. That has been drilled into him throughout his professional experience, and there is no particular difference in this respect between the development of volunteer service in a district office and in the office of a small city society.

One difference he may observe. That is, that with a small staff the volunteer may have to be relied upon to do things which would not be placed upon him in a large society, where greater division of labor is possible. It is most desirable in a small city society to have at least a few volunteers who are able to take charge of any part of the work at any time. Emergencies do arise, and, in any case, the volunteer who has once taken administrative responsibility becomes the defender and explainer of the work to a degree not otherwise possible.

If not already acquainted with it, the new secretary should read the outlines of suggested long time training, as prepared by a committee of the Charity Organization Institute of 1918 and printed in the June–July, 1918, number of the CHARITY ORGANIZATION BULLETIN.

7. CONFIDENTIAL OR SOCIAL SERVICE EXCHANGE.—If your society is a new one, do not bother about a confidential exchange for the first year or so. An exchange does not come as the first step in organization but only after the case work is very well established, after you have obtained first-class coöperation with other societies, and after the community program is going along in good shape. Also it must be worth while. That is, some one or more agencies must have information worth knowing about.

If you are the only trained executive in the city, it is doubtful whether you will need to consider a confidential exchange at all. You will pick up all the information you want by knowing when to consult other agencies and no one will be particularly interested in registering. Indeed, unless there is a group of three or four agencies really interested and anxious for an exchange, it is doubtful whether it is worth while to establish one; sometimes you may simply organize registration with one or two agencies, placing the names of the societies that are in touch with particular families, and the dates, on the cards for these families in your alphabetical index of cases.

If you are going to a well-established society, but without an exchange, do not assume forthwith that there should be one, but learn of the reasons behind the absence, remembering always that the machinery of a confidential exchange is of no value in itself. A confidential exchange must represent a state of mind and the possibility of coöperative returns before it is worth while.

Its absence in a big city indicates backwardness. Its absence in a small city may indicate backwardness, or it may indicate that a very informal registration by your society of the few worth-while agencies is accomplishing the same purpose as would an exchange, or that there is no registration which is worth while under existing circumstances.