CHARITY
IN
SCRANTON
NO. 1
1914

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Scranton, Pennsylvania

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Francis A. McLean

LETTER OF TRANSMITTAL

Scranton, Pennsylvania
January 30, 1914

To The Representatives of the
Charitable Agencies of Scranton:

Greeting:

This Survey was made at the solicitation of a number of those interested in the charitable agencies of the city. It was financed by the Directors of the Scranton Poor District, who, however, desired to assume no more important position than that of the other agencies.

It was informally agreed, therefore, that the City Improvement Department of the Century Club should call together the representatives of the different charitable societies to whom this report might be presented. It will not be possible to go over more than certain parts of it, and I shall recommend that it be referred to a special committee for more full consideration and action.

Respectfully submitted,

Francis H. McLean

General Secretary, American Association
of Societies for Organizing Charity

TABLE OF CONTENTS

PART I.

SCOPE OF THE INVESTIGATION

The purposes of this investigation are of a strictly practical character. They have to do with an immediate program. For that reason, the results as here presented do not indicate any academic completeness so far as detail may be involved. In other words, the report does not present a completed picture of all of the activities of all of the agencies in the city.

On the other hand, it presents an examination of the most important questions involved in the development of this side of the social work in Scranton.

It considers:

(1) The chief need in Scranton.

(2) Outdoor poor relief of the Scranton Poor District.

(3) Other outdoor relief.

(4) The care of families in their homes.

- (a) What is done.
- (b) What is left undone.
- (c) What is required in the way of reorganization, co-ordination, and division of work, in order to constructively work with families, with greater co-operation, amity, understanding and efficiency.

(5) The situation regarding child-caring.

(6) Care of the sick.

(7) Care of the homeless.

(8) Special institutional problems with reference to families in their homes.

(9) Certain data regarding expenditures, public and private.

(10) Recommendations for the carrying out of the plans herein indicated.

(11) Special report on institutional activities of the Scranton Poor District, to be later presented to the Board.

P A R T II.

CHIEF NEED IN SCRANTON

The chief need in Scranton is an appreciation of what is lacking in the rehabilitation of families which have come to disaster. Because the situation has been so little sensed it is necessary to deal with it most emphatically and previously to a consideration of any other factors.

In doing this we are not wrenching the form in which the Survey is presented, because the Survey itself has so plainly revealed the fact that not with neglected families themselves, nor with societies and agencies lies the greatest fault, but with the community in general.

It has been easy to perceive what a great many people have considered are the chief lacks. Indeed so commonly recognized are the evils resulting from the lack of a registration bureau or confidential exchange for the use of agencies working in the homes with families, that it has not been necessary to prove our case in this direction. From every quarter there has come the acknowledgment that relief has been given without sufficient investigation, that there has

been duplication of relief, that there has been over-lapping of relief. It has been generally agreed that relief has been wasted in many cases. So it has been that some have thought that the main purpose of a Survey like this would have to do with the practicability of a registration bureau or confidential exchange.

Now while the matters mentioned in the previous paragraph do deserve attention and will be spoken of later, they do not include the chief need and one which overwhelmingly exceeds the others in importance. It involves a new way of working and a new set of purposes and ends. To begin with, questions of relief play but a minor part in this new way of working. It has to do with constructive working with families in which relief may or may not play its part. It means the laying down of a definite plan in which a number of societies and individuals may each play their part, with economy of effort for the actual and permanent improvement of the conditions of living of a family so far as they can be improved. Though the word has a touch of coldness in it, yet it best describes the difference between your old and the proposed new method; I mean the word "organization."

To borrow an analogy from the business world, we may liken the organizer of family rehabilitation to the organizer of a new business enterprise. The success of such an enterprise depends upon

whether the business organizer brings together under the right circumstances, and with proper co-ordination, the exact amounts and kinds of capital and labor, considering the latter to include all forms of labor from managerial to unskilled, required for economic and efficient production. In the same way the organizer in the family rehabilitation field must bring together under the right circumstances and with proper co-ordination, the exact amounts and kinds of service required in order to reduce to a minimum the handicaps under which a family is laboring. Relief is only one kind of service.

Such planning is based upon a kind of investigation which is absolutely absent in this city. It is the kind of investigation which is not intended to separate people into two classes, "worthy" and "unworthy," but is intended to discover underlying difficulties in order to intelligently deal with them. It regards a family just as a physician regards an individual patient. There is no question of "worth" or "unworth" whenever a physician assumes responsibility. There can be none in this other field either, Such investigations go far beyond interviewing the members of a family group, and often involve many sources of information, including relatives, church connections, school teachers, old employers, landlords and agents, doctors and lawyers, etc.

It is not necessary for me to state that such sources of information are now used in this city, but I do most positively affirm that they are used in a more or less desultory way, and not in a manner which brings the best constructive results.

In the next stage there is even less evidence of a proper working out. This involves the joint planning of different societies and individuals in carrying out a commonly agreed upon plan. Now, of course, there is co-operation between societies. But it largely takes the aspect of one society asking another to do a very definite and specific thing. Where this co-operation is most active, however, is in the field outside the homes of neglected families. I refer to the co-operation between societies dealing with families in their homes, and the institutions which receive the thrown-out atoms of more or less broken up family groups. Outside of this field no real co-operation exists. There is no joint planning which is worthy of the name. We shall in a later part of the report touch upon some evidences of the lack of even formal co-operation. But it cannot be too definitely affirmed that while there is a limited working together in a limited number of instances, there is nothing resembling the kind of co-ordinating effort which we have tried to describe. This by no means reflects upon the specialized efforts of a great many organizations.

But the results of these specialized efforts are just as much minimized as would be the case if one were to engage an able corps of experienced people to manage separately a number of different departments in a business without any sort of co-ordination between the different departments.

What we have already said implies what might be definitely stated in so many words. In the difficulties of a single family there may be required the services of half a dozen or a dozen different societies and persons. If in a city there is no one actually bringing together the different kinds of service required, as indicated by careful independent investigations, and seeing that each agrees as to the part which he or his organization will take, there is, of course, not the slightest guaranty that families will receive the proper kinds of attention and will be given anything like a fair show to recover themselves. Some will, because of their own inherent strength. Others will by reason of a series of lucky accidents, - the right things, and all the right things being done. But a more costly, inefficient and unjust situation cannot be imagined. Because such a system or lack of system exists in this city of Scranton, is one reason, and one very important reason, why the amount of public outdoor relief has increased so considerably in the last few years. We shall give later the percentages on this. There are other factors to be

taken into account here, but preeminent importance must be given to the fact that this growing industrial city is still laboring under a scheme of things which would with difficulty serve in a homogeneous city of 20,000.

An Illustration.

Let me give just one illustration from another city showing the efforts of the co-ordinating agency in that city in connection with one family:

"How a crippled man became a shoemaker illustrates an agent's services and the organization of helpfulness.

On the first day of December, 1909, as this man walked along the street upon his crutch, a gentleman, noting his crippled condition, stopped long enough to tell him to go to the Associated Charities. "The gentleman said they might help him" was as definite as he could make his appeal.

A kindly interview brought out the facts that he was thirty years old, and had a wife and three small children. Until a year previous he had worked on a farm, when he lost his leg by an accidental gun shot wound. Coming into town, for he could no longer support his family in the country, they were all living in one small room, rented from the wife's sister, herself a poor dressmaker. The wife worked in a factory and was earning $4.50 a week. The husband took care of the children.

"Why couldn't your wife stay at home with the children, do sewing, and let you find some light work?" was asked.

"She can't see to sew, and it makes her eyes hurt," was his reply.

Let us set down the rest of the story step by step, just as an agent of the Associated Charities brought it about:

An oculist examined the wife's eyes.

An optician gave her the glasses.

An institution supplied temporary employment to the man at which he proved his willingness to work.

Relatives cared for the children while both parents worked.

A shoemaker agreed to take the man in his shop and teach him the trade.

A Sunday-School class provided money equivalent to the wife's earnings so that she might care for the children while the man served his apprenticeship in the shoemaker's shop.

A public hospital treated both husband and wife during temporary sickness.

The same Sunday-School class guaranteed the cost of a shoe-maker's outfit for the man and paid rent while he was building up a business.

Numbers of individuals were found to give him work.

The result has been that this man paid for his outfit and is now making three times as much as his wife formerly earned. The oldest child is in school, and has done so well that he has been advanced in his grade. In short, a hovel has been made into a prosperous home."

Local Tests.

On so important a point we have not been willing to rest our case entirely upon a general statement, no matter how well founded, without definite, individual testing. The slightest investigation of the field is sufficient to reveal the absence of this co-operative planning and doing and even of the mechanism to bring it about. Conversations had with the individual workers were sufficient confirmation.

Nevertheless, it seemed eminently desirable to try out the conditions in a limited number of families. So hurried special investigations were made which sufficiently revealed what had been done and what had been left undone under present conditions. We cannot see that the selections made were in any way exceptional. We are obliged to believe that the situations revealed are in no way exceptional and are indicative of the dreadful

costs to both family and community of the present unorganized conditions. In presenting the results of some of these special inquiries, we cannot, of course, tell the stories in any complete way because of the danger of identification. As the inquiries came to a head it became quite evident that whatever efforts we could make in our limited time to obtain specific services would not be sufficient to meet the many needs revealed. We have felt that the inquiries would not have been entirely justified unless the efforts were continued to deal with the problems involved. Realizing that the questions of reorganization which will be considered later would take some time, we have endeavored to suggest a bridging over of this gap by the creation of a temporary committee, later mentioned, which shall as far as possible carry out the plans indicated.

ILLUSTRATIONS

Inquiry of the various charitable societies in the city showed that this family was unknown to all save the Poor Board, who were giving them $6. a month. The Board's records contained only the information that this was an English widow with seven children, two of working age.

A first visit to this fairly comfortable home revealed at once that here was a case which would need prolonged personal service. The mother, a refined, intelligent woman, but one who lacked all force and initiative, seemed to have been unable to readjust herself since her husband's death. He had been sick a long time, so their savings had been exhausted some time prior to his death. A church was supplying coal, the mother taking in washing, the two girls working, but the combined earnings of the three fell far short of supplying the necessary food to feed eight mouths, not to mention rent and clothes. They were making an unequal fight, with the result that now the mother feared a breakdown for the oldest girl, and she herself wasn't very well. No, she had no relatives who could help, nor would she be willing that they be asked, as they had not shown the proper sympathy or interest during the man's illness, nor since his death- so while the mother continues in this frame of mind it seems unwise to bring the relatives in.

A medical examination was planned for the oldest child, and the mother's lack of control was at once evidenced when she felt she could not insist when the girl refused to go. From various sources of information came statements of the mother's false pride, of making pretensions which she could not possibly carry out and then coming in great distress to others to meet these obligations, of her inability to cope with the responsibility of planning for her family, and of her general melancholy and depressed state of mind. All voted her a good but weak character.

The church was giving more than the woman had indicated, but even with this added amount it was not enough to meet their needs. That here was a case which would need personal service, not added relief, was at once decided. Better paying, and positions which had promise for the future must be found for the girls. The mother must have a friend and adviser, one with sound practical judgment, who would act as a guide, sympathetic but firm. Perhaps, too, her occupation should be changed to a more interesting one. She had been a milliner in her youth, why not arrange for some training and make it possible for her to work in her home at this trade? In time a combined household might be arranged for, as there is a grandmother with grown sons and daughters, who at present feel they do not want to be bothered with these children.

An American widow with five children under nine appeared before the Poor Board some three years ago. The only information on file there indicates that they granted her relief for a few months to tide her over until she could probably realize something on her property in which her interest amounted to $1500.

This investigation made three years later, showed that the woman had not been living at the address given for the past two years, was still receiving the Poor Board allowance, as well as being helped somewhat by a church society. She had sold her property, clearing about $900., of which she invested $700, at 5 per cent. and was making a hard fight to live on this $35. yearly plus the $6. allowance monthly and what she could earn. And her occupation was working on materials which went towards the making of infants' dresses, in spite of the fact that both she and two of the children had been declared tubercular and one child had actually been in a sanitarium. This same child also has a severe organic disease, and is now assisting in this home work.

The doctors were consulted; there seems to be a disagreement as to whether the mother and children really have tuberculosis, although they are all inclined to the belief that in the case of one child it has been arrested, probably. This mother is trying hard to conceal the fact that she may have tuberculosis. Also

of her investment and small income, so until her entire confidence is gained, and she can be approached on the subject of this money, it will be necessary to ignore it in a plan. Of course, what shape this plan should take hinges entirely on whether or not the mother and children are suffering from this infectious disease. If they are, sanitarium care for the sick members, and other provision for the healthy children must be made. If the mother is not tuberculous, all effort will be made to provide a friend whose advice she will accept in time on the proper way to use her small capital to best advantage until the children are of working age, and who in the meantime will see that the family is adequately cared for. Perhaps, too, the occupation of the mother will have to be changed at any rate, as it does not seem to agree with her. Continuous treatment for the child with the organic disorder will have to be provided.

In the interim awaiting the doctors' decision, they having already been put in touch with each other, a temporary plan will be put into effect including a complete rest for the mother, of which she seems much in need, and sufficient good food for the entire family, the co-operation of the church society having already been promised in carrying it out.

Various consultations were held in this instance, which took us to the church interested, to the offices of two doctors and to a hospital, to a real estate office, and to the home of the family, as well as previous neighbors and the various general charitable societies in this city.

A foreign widow whose husband had just committed suicide, leaving her with three small children and a new baby expected soon - this was the information on file at the Poor Board office, and also that they were giving her $6 monthly since the man's death.

A meeting with the woman at the office brought out that she went to work almost daily, locking in her four children, all under 6, and that one had fallen out of the window during her absence. No, she had no relatives, she said, no boarders, only friends who were no better off than herself.

A call at the sparsely furnished, filthy home, found the four healthy, happy, but oh! so dirty babies alone. The mother returned at noon. A room containing much men's wearing apparel revealed a brother who was living there, but who she now claimed contributed nothing, and whom she feared. Calls on interested people brought forth the further information that there are three brothers, all working in this city, the single one living with the woman and apparently having made spasmodic attempts at helping his sister in spite of her denial, another who has a family and could possibly not assist with money, but whose wife could care for some of the children during necessary absences of the mother from the home, and still another who seems quite prosperous, owns two houses nearby and earns a fair salary, in addition to keeping boarders.

That the oldest boy must not be kept from school to care for the younger children was at once impressed on this family. The single brother was sent for, and an attempt made to interest him in a plan whereby he should contribute a stated amount in return for board, and make it possible for his sister to remain in the home, caring for her children, taking in a small amount of work, and being taught the principles of cleanliness and homekeeping. The other brothers will have to be brought in on the financial side also as the plan develops. A nearby neighbor has been interested, who no doubt can be utilized in supervising the homekeeping of the woman, while a man will take up the question of handling the three brothers and holding them up to their promises.

This is another case, where perhaps not added relief, but an unlimited amount of guidance and advice will be required, covering a period no doubt until the children have been started on their working careers at least.

To get this picture of the family we had:

(1) An interview with the mother in the office.
(2) Called on the various charitable agencies in the city, to ascertain if they knew and were helping this family.
(3) A visit to the family's home.
(4) A call on the landlady.
(5) Two calls on a nearby neighbor who is interested in church work and work with children.
(6) A visit to the hospital.
(7) A call on the brothers' employers.
(8) An interview with the brother at the office.
(9) Another interview with the mother at the office.
(10) And another attempt has been made to hold a conference with the brothers.

In this instance the Poor Board record contained the information that the man is sick, there are five children under working age, and relief has been given the family one month, $6.00, this being a new case.

Visits to various charitable societies and the dispensary proved they were unknown to them. A visit to the home found the man suffering apparently with tuberculosis, a private doctor treating, and the family using up their savings in an attempt to save his life. They could speak no English, and a neighbor was called on to interpret. This neighbor's husband also has tuberculosis, so an attempt is being made to interest their priest in persuading the men to go to the tuberculosis dispensary for treatment, and a further plan will be worked out as the necessary family history is obtained.

The Poor Board record showed that this was the family of a deserter. The man had disappeared two months previous to application and there were five children, one of working age. Relief was granted in July, then the next order was called for in September, and they were issued monthly to December inclusive.

Our hurried investigation revealed that man had returned in September, and the entire family excepting oldest child had left the city for the country, but we could not ascertain where. This child is now living in the city with a relative, and we have been unable to find out who has been drawing the monthly pension.

To get this information we called on the various general charitable agencies in the city, as well as:

(1) At address given for family.
(2) A neighbor.
(3) The relative with whom the girl lives.

The Poor Board records in this case simply indicated that this Canadian family with seven children, two of working age, were receiving $7. monthly, as the father was sick with tuberculosis and going to West Mountain.

The hurried investigation revealed that the man had been in the sanitarium a number of times, coming home at will, that the dispensary had long been interested, that they suspected the wife of having been infected but never succeeded in getting her to come for an examination, that a church society had helped recently with clothes and food, that there were relatives who occasionally helped a little but not adequately nor systematically, though they did not prove adverse to a plan for systematic aid but were not open to the question at the moment as the woman had just inherited a few hundred dollars, they claimed. They believed this prosperity had again lured the man home as we found he had returned the week before in a worse condition than ever. He had always been selfish and they intimated that there had been drinking prior to and since his illness. Further we found that the two oldest are working in mills.

Moral suasion will have to be used with the man to see that he returns to the sanitarium at once; the wife has consented to a physical examination;

if the story of the inheritance proves true, she will have to be guided in its expenditure, and when exhausted proper plans made and carried out for further maintenance until the burden of support may safely be left to the children- the man's being a hopeless case. The health of this family will have to be carefully guarded, and the relatives rallied at the proper time to help in carrying out the plan. Of course this will have to be greatly changed should the report of the doctor on the mother's physical condition make it necessary.

To get this information we visited:

(1) At home of the family.
(2) At the various general societies in the city.
(3) Twice at dispensary.
(4) At the church.
(5) Conferred with St. Vincent de Paul representative.
(6) Called at the home of two relatives.
(7) Notified a brother of man to call.
(8) Consulted the school records as to ages of children, as well as birth registration.

This is the family of an American widow with seven children, three over working age. She had been on the Poor Board record for a short time, but is no longer receiving aid.

It is a story of a widow with a wayward daughter, who is now trying to live honestly according to the mother's statement, a grown son who has gone off to another city and does not help in the support, another who is at home and contributing his share toward the family budget, and a brother who was hurt in the mines and claims to be unable to work since the accident, though a consultation with the physician at the hospital where he had been treated showed he could work if he wanted to. This mother has an ailment which requires an operation which it is expected would result in complete recovery. Arrangement has been made for her to go to the hospital, effort has been made to reach the brother and see that he is started at work which he can do, but as was expected he did not come to keep the appointment. Care for the children would have to be provided during the mother's absence, should we succeed in getting her consent to the operation.

In this instance we have had:

(1) Two conferences with the woman
(2) Consultation with a society
(3) Consultation with the hospital physician
(4) And made an attempt to see the brother.

The Poor Board record in this instance merely showed that there were eight children in this widow's family, one of whom would now be of working age, that one director was and is giving aid to the amount of $6. monthly, that another had made out an order during the year but had then recalled it with the statement that "This woman lives with man C. C. wife, hold this order up," and also that during the latter part of the year she had been ordered to appear before the board on complaint of neighbors.

Almost every agency in this city is interested in this family though there has been no working together. Indicative of this is the fact that while one agency is expending much money and time on them, they do not apparently know of the woman's history of having lived with other men even during her husband's lifetime and during his stays at sanitariums, as well as at the present time. He was a tuberculosis patient who apparently has infected his wife, and some of the children, during his periodic returns home, where the greatest filth and squalor prevailed. The proper precautions to check the spread of the disease were also lacking. The oldest girl who is suspected of having tuberculosis, though no examination has been made, has been working in a mill for quite a long time, though we find from the school records that she was born in April, 1899. The next oldest is home from school with a leave of absence, indefinite apparently, so that she may nurse the mother and care for the family. So these children have been and are being sacrificed.

In this case we:

(1) Obtained the information from three charitable agencies which have aided;

(2) From two medical agencies which have been interested.

(3) From a consultation of the school records.

It is particularly necessary to break up this family at the present moment, as the mother is now considering marrying again. She and the infected children should, of course, be sent to a sanitarium and provision made for the rest of the children.

This is another family on the Poor Board records as widow with six children who is receiving $6. monthly.

She has also been known to other agencies, who state that the oldest girl is working and the second oldest has a leave of absence from school. The oldest girl had a similar leave of absence prior to going to work.

Consultation of the records shows that this oldest girl is working illegally, not being 14 until next March, and the second oldest is apparently 12 years old.

We here consulted with:

A charitable agency
The school records
The birth registration.

This investigation was only begun but is here used on account of the child-labor problems already revealed.

What Should be the Organizing Center?

What should be the Organizing Center?

This brings us straight to the question of the proper functions of an Associated Charities. We wish to consider this question now entirely apart from a consideration of the kinds of service now performed by the Associated Charities in this city. About its work we shall have a good deal to say later. We shall then have occasion to indicate how far it fulfils the responsibilities assumed by similar organizations in other cities. We shall then frankly comment upon the injustice of some of the criticism leveled at it, and the justice of other criticism. But in order to properly estimate local needs, let us observe how those needs are met in other cities with societies which have been recently organized.

(1) An entirely properly organized Associated Charities should have a confidential exchange or registration bureau in which should be registered on cards just the names and addresses of families known to the different organizations in the city, so that when more than one organization is interested they may each be notified. But it is indicative of the fact that this function is not the most important, that the greater number of societies today have not developed far along this line. More attention is being given to this side of the work and no society now organized or reorganized should pass it by.

(2) An Associated Charities makes investigations of families referred to it along the lines previously indicated.

(3) In doing so, it may immediately develop a plan for co-operative treatment, bringing in the proper co-operation of societies or individuals by personal interview or the use of the telephone or correspondence.

(4) But in a certain number of the families wherein the problems are unusually difficult or where a difference of opinion exists, between say the Associated Charities' representative and the representative of a special agency, there is reference to a decisions committee upon which are represented the different agencies and the churches which have a systematic Family work. Upon it also may serve experienced volunteers who are later described. This committee discusses the individual problems until a common agreement has been arrived at and there is a proper assumption of responsibility by those who are to help in carrying out the plan. All matters which do not fall to the lot of other agencies, or to volunteer workers, must be carried out by the paid workers of the Associated Charities. It is needless to say that there is a vast mass of tasks which fall into this category.

(5) In addition to bringing into co-operation the representatives of other charitable agencies, it has always been the purpose of societies of this sort to increase rather than to decrease the amount of personal and volunteer service on the part of individuals not charged with immediate responsibility. The ups and downs of this side of the work are considerable. I believe that in times past efforts have been made in this direction in Scranton, though at present there are comparatively few, if any, volunteers actually at work. It is essential, however, to proper success, to have the limited services of those engaged in other pursuits. Any system which discourages this is a bad thing, no matter what degree of efficiency may be introduced in other directions. Otherwise, any scheme of family rehabilitation becomes of necessity somewhat official which is bad for the families and bad for the society. Furthermore, it seriously limits the work in two directions. It limits the carrying out of plans to what may be accomplished by any always limited paid staff of workers. In the second place it prevents the knowledge of actual living conditions extending far beyond the knowledge of those who are giving their whole time to the work. For instance, we have run across traces of a peculiar and special housing problem, of which there appears to be

no general knowledge, in the community as a whole. We will speak of this later but it is indicative of what we have generally felt during the whole Survey. That was that the knowledge of home conditions was largely, though not entirely, confined to the paid workers of the city in a manner not true of the extension of knowledge as to other social conditions. The most energetic societies today are developing new methods of obtaining, holding and training volunteers. By that, I do not mean a great mob of people turned loose to do anything they will, but a group of anywhere from ten to fifty persons in a city of this size, who are gaining in experience and who are carrying out definite parts of plans worked out by the general secretary or the decisions committee before referred to.

(6) Whenever investigations of the real sort are made, an Associated Charities is constantly gathering information of the greatest value in connection with the necessary improvement of conditions. The kind of information thus gathered varies with the problems which exist in different cities. Now in Scranton the most unique problem in connection with destitute families is as to how far these conditions may be traced back to industrial accidents. Yet it has been found impossible to obtain from the records of any organization in the city any reliable information on this point. It should have

been possible for us to have been able to present the number of instances in which an industrial accident has led on to the necessity of a family applying for social service of various kinds. In the most modern system of records there are simple devices, used in connection with an alphabetical or street registration of families, which enable the registrar of the society to readily produce the record in which a given condition exists. The exact scheme of classification cannot, as before said, be laid down for any particular community, but must grow as a result of the observation of particular needs or evils which come to light in the extended record of families which are the only ones worth the time and money invested in them.

(7) An Associated Charities has the most intimate knowledge of home conditions because it is a center through which the knowledge of all agencies working with families in their homes, flows. In addition, its records properly kept, furnish the accurate data for illustrations upon which impressions of general knowledge may be anchored in connection with many important steps forward. Sometimes it must lead in such movements and sometimes it must simply furnish information. Thus in the matter of industrial accidents, it would need only to furnish

information to other societies leading in the fight for workingmen's compensation. Where local action is necessary, it must often assume the leading role. It is a question whether it will not be obliged to later on initiate a movement looking towards housing regulations. One of the most obvious of apparent evils is the use of basement floors of what are really one-family houses by a second family. It will require the careful gathering of data for an extended period on the part of all of the agencies visiting families in their homes in order to determine just the conditions surrounding basement habitations and what necessary restrictions should be put upon such uses. The preparing of a blank for use in the making of such observations should follow a conference in which those most experienced should discuss what are the most obvious points to be covered. We are using this only by way of illustration and shall mention it later in connection with other questions in which the leadership of the Associated Charities is involved.

(8) We have not discussed the internal organization of such a society because we are not dealing with that side. But in order to correct a common error, it should be stated that the work facing an Associated

Charities is so important that its board of directors must be selected on account of individual strength and interest. The associated effort comes through the use of a confidential exchange, the conferences between the general secretary and assistants, and the representatives of other organizations, the organization and deliberation of one or more decisions committees and combined effort through the Associated Charities' office in undertaking specific reforms.

P A R T III.

FAMILY CARE IN SCRANTON

Let us now consider the factors in Family care as they reveal themselves at the present time. We reserve for a later part a consideration of the care of the sick.

Expenditures for Relief

We herewith present a table showing outdoor relief expenditures for the general agencies of the city.

Scranton Poor District	1913	$34,414.23
Associated Charities and Humane Society	1911	2,037.35#
Salvation Army	Estimated	5,000.00
Hebrew Charitaole Societies	Partial	2,400.00
St. Vincent de Paul Society	Approximate	3,296.21

#This includes certain office expenditures, such as fuel, light, telephone, stationery, but neither rent or salary.

So far as churches are concerned, we have partial returns from Protestant Churches indicating expenditures of about $3000. The relief work of the Catholic Churches is largely embraced in the returns of the St. Vincent de Paul Society.

Numbers of Families Known to Different Organizations

We here give not the number of individual families known to all organizations after duplications have been eliminated, but the aggregates of number of families known to the individual agencies. Partial comparisons have been made between a few organizations but no extensive comparison could be made because of the fact that in most instances the records were either kept in poor shape or there were no records at all.

Scranton Poor Board	1913	848 Families
(This is partially estimated, there being no complete record)		
Associated Charities	Oct. 1, 1912 Sept.30,1913	1433 Families
(This excludes 273 cases of transients and out-of-town people)		
Salvation Army	Estimated	50 Families
Hebrew Charitable Societies	Estimated	At least 50 Families
St. Vincent de Paul Society	Partial (1913)	137 Families
.....		
Societies Giving Other Service in Homes		
.....		
Visiting Nurses' Asso.	1913	1295 Patients
(Of this number, at least 154 were pay patients, the income being furnished by an insurance company)		
Scranton Day Nursery	1913	73 Children

Partial List of Churches
.....

(Most of these figures are estimated on ordinary number of families known to church worker)

Church Number 1	Probably 75 Persons
Church Number 2	7 or 8 Families
Mission of Same	35 or 40 "
Church Number 3	Perhaps 20 Persons
Church Number 4	50 Families
Church Number 5	74 Families
Church Number 6	6 Families
Church Number 7	20 Families
Church Number 8	12 Families
Church Number 9	20 Families
Church Number 10	30 Families
Church Number 11	38 Families

On the basis of the foregoing, and with the elimination of duplicated names, the number of individual families known to the different agencies does not probably exceed two thousand.

Re. "CHARITY IN SCRANTON" Survey.

First question: program-

The chief need - Family rehabilitation - involving new ways of working set of purposes and ends.

Where is the fault.

What is lacking.

Chief fault with the community.

Minor needs-

Registration bureau.
Confidential exchange for varying agencies.
Proper investigation.

A

The new way: Organization

1. Constructive working with families- relief may or (may not play a part.
2. Definite planning in what a number of societies or (agencies play a part.
3. Economy of effort - toward permanent improvement.
4. Analogous to the organizer of a new business (enterprise.
   (The family brings together right circumstances, proper co-ordination, exact amounts and kinds of service to reduce hardships.)
5. Discovers underlying difficulties in the individual family,-no question of "worthy" or "unworthy".
6. Seeks accurate information from relatives, [illegible],
   churches
   schools
   employers-old & new
   landlords
   agents
   Doctors
   lawyers
7. Proper working out of the problem.

   1st. Joint planning of different societies and individuals in a common scheme or program.

   (Present agencies co-operate in dealing with families and thrown out atoms.

Re. "CHARITY IN BORAMTOWN" survey.

irst question: program-

he other mode - Family rehabilitation - involving new ways of working out of problems and

More in the result.

What is lacking.

hief fault with the community.

inor mods-

Legislation bun[illegible].
Certificial exp[illegible] "[illegible]" [illegible].
Proper investigation.

he new way: Organisation

1. Constructive [illegible] with [illegible]- relief [illegible] or [illegible] part.
2. Definite planning in [illegible] number of societies or [illegible] part.
3. Economy of effort - lower permanent improvement.

4. Analogous to the organiser of a new business enterprise.
(The family brings together all its circumstances, proper co-ordination, exact sources and kinds of services to reduce [illegible] rehabilitation.)
5. Discovers underlying difficulties in the individual family, -reproduction of "worthy" or "unworthy".

6. Seeks correct information from relatives, [illegible]
churches
schools
employers-old & new
landlords
agents
Doctors
Lawyers

7. Proper working out of the problem.

1st. Joint planning of little out societies and individuals in a common scheme or program.

(Present agencies co-operate in dealing with families and throw out stores.

Work of the Scranton Poor Board

Our attention was early called by members of the Board of Directors of the Scranton Poor District to the fact that there have been heavy increases in the expenditures for public outdoor relief in the last twelve years. With the assistance of the United States Census Bureau in giving us yearly estimates of the probable increase of population in Scranton, it has been possible to make a comparison between increase in population and increase in outdoor poor relief.

Year	Population	Per Cent. Increase	Poor Board Relief	Per Cent Increase
1900	102,251		$16,727.94	
1905	116,939	14.30	17,541.36	4.90
1910	130,436	11.54	22,727.72	29.99
1913	138,621	6.30	34,414.23	47.

During this period from 1900 to the close of 1913 there has been an increase in population of 35 per cent. and an increase in outdoor poor relief of 105.80 per cent.

Table number 1, accompanying the original of this report, graphically shows this comparison.

From the records at hand, it is impossible to make any deduction of value. There are no public records showing the list of beneficiaries prior to October, 1911. It is impossible, therefore, to even trace the number of persons or families which have been receiving public aid over an extended period.

The largest degree of commendation should go to the present Board and its efficient Secretary for having introduced a system in what was before a most badly tangled situation, but before complete efficiency can come, it will be necessary for a radical change of policy to be introduced in one direction.

We will lead up to that by saying that not the slightest deductions of general value can be obtained from a reading of the records which have been maintained since 1911.

The items indicated by the record cards for families, cover Name, Address, Age, Place of Birth, How Long in Country, in State, in District, Rent, Present Income, Condition, Physical - Mental, Occupation, Last Employed, Single, Married or Widowed, Children and Ages, Cause of Destitution, Each one of these items has only a half line for entry. Even if all the items were always filled out, it would be necessary to have far more data and information regarding the families before reaching inferences of the slightest value with reference to social conditions. But even this very meager standard for data is not attained to. Out of 848 cards of the families receiving relief during 1913, only 229 cards, or less than 20 per cent. of the whole number, have even the residence given. A sample of the filling out is here given, the name being eliminated.

Date .....1/15/1913.....
Name, S. Mrs. Anna.....Age 24.....
Residence....No Entry.....
Place of Birth.....No Entry....Nationality..Russian.....
How Long in Country?..No Entry..In State?.No Entry..In....
District?...No Entry.....
House Rent Paid per Month..$6...Present Income..No Entry..
Condition-Physical..No Entry...Mental..No Entry.....
Occupation..No Entry.....Last Employed...No Entry.....
Single, Married or Widowed.....Read or Write?.No Entry...

CHILDREN

MALE	FEMALE
	14 months

Cause of Destitution....Husband Killed.....

In addition to the public records kept upon the cards as indicated, the Directors have private records kept in books. These records for the period before October 1911 are not in the custody of the Poor Board. We have been permitted to examine these private records, and find that while they pretty generally give the residence, there is not much additional information.

From these private records it is possible to indicate in a very rough way the presence of certain factors or conditions in the family. But it must be remembered that in a majority of cases these simply appear upon the records as the statements of the applicants themselves.

In 810 of the families given relief in 1913 the following factors appear:

FACTORS	NUMBER OF FAMILIES	PER CENT. OF TOTAL
Widowed	323	40
Desertion	211	26
Sick (Excluding Tbc)	132	16.3
Tuberculosis	20	2.5
Accident	33	4
Husband in jail	7	.9
Unemployment	12	1.5
Old age	37	4.5
Feeble minded	2	.2
Blind	7	.9
Husband won't work	4	.5
Permanent disability	6	.7
Insane	7	.9
Large family	1	.1
Drunk	4	.5
Miscellaneous	4	.5
	810	100.

This data comprises whatever there is of social significance upon the records as now kept. They furnish absolutely no bases upon which any comments whatever may be made upon the present situation and the increase in public outdoor relief. For instance, they furnish no data upon which may be presented a picture of the underlying factors behind widowhood. Furthermore, there is not the slightest doubt but that from one to

three of these factors might appear in the same families. Here we have them listed one factor per family.

Methods of Application

Of the 848 families who were given outdoor relief in 1913, 185 applicants appeared before the Poor Board in regular session for a hearing. We wish to say a word later about this plan of public hearings, but would draw attention at this point to the fact that the remainder of the 848 families were being carried along upon the books on the basis of previous applications and without systematic review of present needs and conditions. We understand that in emergency circumstances a Director may act without reference to the Board, but the whole plan shows plainly that when once there is favorable action, it is possible for a family to continue along receiving month by month the amount first agreed upon. An examination of the monthly payments, while indicating some changes in amounts, and not without certain complete eliminations of particular families, shows that they run along pretty uniformly. In one case we confirmed the fact that a grant originally made for three months only, has been continued along since August 1911.

Before proceeding on to a consideration of the need for further systematization, we wish to emphatically urge that the system of public hearings is a disgrace to the city and should be immediately abolished. In doing this we wish to call attention to the fact that the reason for the existence of this archaic system may be fairly well traced. It is due to the fact that court decisions have indicated that the discretion of granting outdoor relief is one to be exercised by the whole Board of Directors rather than by any one of its members acting alone. We shall later show how this interpretation may be lived up to without the personal and public appearance of applicants before a Board of seven men. Under such circumstances it is impossible for either the Board or the applicant to understand each other. It will interest the Board and this community to know that some of the most self-respecting of the women who have been visited have spoken of the torture which this method of application brought to them and the fact that they would not undergo it again, no matter what would happen to them. In the many cities which I have visited I cannot remember a single one in which this method is maintained either by a public or private agency. That is so far as the United States is concerned. I know of its existence in one Canadian city. This will indicate how archaic it is, and why it is one of the worst blots upon existing charitable work in this city.

Further Illustrations of the Need of Systematization

There have been no others franker than the Directors of the Poor Board in indicating their dissatisfaction with present conditions. There has been a general realization of the need of improvement in certain directions.

It has required but a slight scratching of the surface to discover illustrations of this need.

In one case a widow with three children under fourteen received $1000 insurance at the time of her husband's death. Some of this went for funeral debts, etc., but she at once applied for Poor Board relief and received $5 monthly. Since then she has again married, and has been receiving relief regularly ever since the marriage.

In another instance, there is a widow who, according to the records of the Poor Board, has three children. Local information is to the effect that there are also two step-children of working age. One is a son who contributes nothing to the family budget, the other is a daughter who is at work. No effort had been made to induce them to contribute to the family budget.

In another case, there is a young widow with two children under fourteen. She owns her own home, upon which there is an indebtedness of $100 or $200.

She has received $5 for about six months. She made application about a month after the death of her husband. There was living with her at the time a near relative, a man who was opposed to her asking for poor relief. It was also stated that she had a mortgage on another house for $1,000, and a small amount of money in the bank. She is a healthy, strong woman.

Then we have another deserting husband who has returned, with one daughter working and still the family is on the list.

In another instance, there is a widow living with her son and his wife, who can easily support her, and there is no need for the order.

There is one family in which there are two children, the husband doing very little work. This family should be dealt with in other ways. It is probable that no public relief should be extended.

The Inherent Weakness

The inherent weakness in the whole system lies in the fact that the members of the Board, while giving only part time to the work and justly and legally being required to do nothing more, are responsible for what cannot possibly be accomplished under such a plan. We would add a word to the effect that one member does give full time in the office of the Board. They have neither the time nor opportunity to keep in constant touch with all the families in their charge. Their local neighborhood knowledge would be of the greatest value in supplementing the results of systematic investigation. That these are required and must be obtained is one of the absolute certainties of the situation.

Limitations upon Grants

The monthly amounts given to families bear little relation whatever to the size of the families involved, or to the resources of these families. The amounts run from $3 to $8. In one instance we have run across a case where $10 has been given and there may be other instances, but they are unusual.

Herewith we present a table showing the monthly average grant for families of different sizes in records.

TABLE SHOWING SIZE OF GRANTS FOR FAMILIES OF DIFFERENT SIZES

Number of Children Under 14	$3.00	$4.00	$5.00	$6.00	$7.00	$8.00	$9.00
1		15	29	6			
2	2	26	29	20	2	1	
3		7	45	32	3	2	
4		2	35	21	7		
5			15	16	6	4	
6			8	11	7	1	3
7		1	2	3	2		
	2	51	163	109	27	8	3

It is gratifying to note that as between the $5 and $6 groups there are increases in percentages in favor of $6 as the number of children increases. But, of course, this is a very slight divergence between incomes when one considers the increased outgo which is indicated. It will be observed that the $5 and $6 groups compose about 74 per cent. of the total number of families indicated in this table. About 14 per cent. is found in the lower $3 and $4 groups.

Under the present scheme of things, it is necessary for the Poor Board to have certain understood limitations upon grants, even though the Board is not so limited by legal restrictions. If the practice had not grown up, it is certain that expenditures of this sort would have increased far more than they have. Even with the best possible system, public relief boards are always heavily handicapped by the attitude of many families towards them. That is, there is a feeling that one has a right to demand relief because the money is raised by public taxation. Under a system which does not most minutely determine the exact size of the relief burden in each particular instance, which does not definitely ascertain that all who should naturally help in the support of a family are doing so and are in occupations which fairly measure up to their earning capacity, which does not see that private agencies are interested when they should be in carrying part of the burden, which does not see that any bad tendencies in the health of the family are checked, which does not see that possible character deterioration is looked after, it would be possible to make, in good faith, increasing grants from year to year without accomplishing more than is now accomplished.

Traditionally, not only are the amounts of relief limited, but also the form. Relief is given in the shape of grocery orders. In this artificial way, therefore, room is left for the activities of private agencies. The trouble is, however, that it is a perfectly artificial and illogical division and no one knows whether other relief needs are satisfied or not.

Even under present conditions, I believe that more attention should be paid to greater variation in grants according to the sizes of the families. Of course, this would still be a mechanical operation and could not involve an accurate determination of what the Board should grant in each case. But nothing resembling an accurate determination is now possible. All that it may be said can be accomplished by seeing that the families with from four to eight children receive regularly more than those with from one to four children, is that in some instances needs would be a little more adequately met.

At the same time let us re-emphasize the fact that it is easily possible for the Poor Board to have taken an attitude and followed a policy in the past which would have dried up the streams of personal relief given in this city. No more disastrous result can be imagined. The contact of

private agencies and private individuals with the lives and homes of those who have fallen more or less out of rank is as necessary as the existence of political parties. No matter how good may be city, county, state and national administrations, there still remains the need of the existence of political parties, which must be independent of financial control. So it is in relief. No matter how good may be the administration of public poor relief, there is the need of the constant new and fresh observation of what is happening among those who have fallen to the rear and what are the causes behind these happenings. No group of officials can stand alone in this most important field of all so far as community life is concerned. It is because there has been too great a tendency in this direction in Scranton that the need of comprehensive constructive work with families has been so little sensed. Unrestricted and unobserving private benevolence is one of the greatest possible evils. But an even greater one would be the turning over absolutely of the care of straggling families to a public board. Its effect upon individual and community life would be harmful to a degree which can be scarcely appreciated. No matter how elaborate may be other schemes for social betterment, nothing can take the place of this

fundamental contact with fundamental family difficulties. It is not only a question of developing intelligent sympathy but of accurately knowing living conditions and the methods of dealing with personal weaknesses and the social needs instead of dealing in generalizations which today are responsible for tremendous waste of both time and money.

Public Outdoor Relief in Other Cities

For purposes of comparison, we here present the figures of public outdoor relief in some cities near the size of Scranton. In the selection of these cities, we have tried to secure different types and it will be observed they are located in different parts of the country. It is needless to say in advance that such a comparison in itself must not be given weight as an indictment against the size of outdoor poor relief in the City of Scranton. No one of the cities is similar to Scranton in its make-up, though some are of an industrial character. Comparisons of this sort are only to be considered in connection with the presentation of other data indicating the need of better methods of work. Standing by themselves they have very little, if any, significance.

TABLE SHOWING PUBLIC OUTDOOR RELIEF AND POPULATION OF DIFFERENT CITIES

City	Population	Public Outdoor Relief
Scranton	138,621	$34,414.23
Bridgeport, Conn.	102,000	13,297.06
New Haven, Conn.	133,605	12,264.37
Albany, N. Y.	100,000	9,016.23
Elizabeth, N. J.	74,000	5,766.53
Memphis, Tenn.	131,000	No Relief There is an appropriation of $3000 made for Visiting Nurses.

Cost of Living

In the consideration of the increases in public outdoor relief in Scranton from 1900 to 1913, it must be borne in mind that doubtless during these years, the increased cost of living has had its effect in slowly increasing the ordinary grants.

So, too, consideration must be given to the fact that increases in population have come largely through immigration which has become more varied. There is, of course, no way, however, of determining how far the records of nationalities have changed in connection with the activities of the Poor Board because of the lack of individual records before 1911.

The Larger Reason

Taking into consideration the wastes in relief made possible by lack of a completed and adequate system, I do not for one moment wish to indicate that that gives an explanation for increasing expenditures. To begin with, it is impossible at this time to indicate what would have been fair expenditures under the present condition of things in this city. For while we have indicated that it is acknowledged that relief has been wasted with some families, we have also sufficiently indicated that larger amounts should have been given to others. Nothing short of from two to four years of continuous and complete family rehabilitation work will be sufficient to indicate what should be and what might have been the proper share of responsibility for the Scranton Poor Board.

Whatever may be the eventual equalization, let it be remembered that the fault lies, and we again come back to the same theme, in the lack of proper comprehension of what was required for family rehabilitation. Whatever excessive public expenditures may have been made could be laid today to the gradual accumulation of unsolved family problems which have been piling up with increased rapidity during the last decade or thirteen years.

A great majority of families pull themselves out of the rut but each year some are sinking below the line, and each year sees an increase of those who are staying below the line. In the natural order of events, relief expenditures should keep on increasing and by their very increase should encourage even greater expenditures because no large and constructive plans lie behind.

If it is possible to impress even upon a few the one idea that the first duty lies with the private citizens of Scranton in more actively developing the social efforts of the private agencies and particularly one, and does not and cannot lie with the Scranton Poor Board, there will be definite improvement by slow degrees. If this impression is not made, all else which is suggested in this report will be of no avail because the foundation will be lacking.

No Normal Family Should Be in Hillside Home

There is one matter practiced on the part of the Poor Board which may easily be changed at once. We refer to the practice of admitting normal families to Hillside Home and permitting them to stay there for indefinite periods. This has been done in violation of the statutes prohibiting the keeping of children in almshouses for longer periods than sixty days. We do not here intend to enter into a discussion of Hillside Home because that will be taken up in a special report, but this particular matter is really connected with the outdoor poor relief work because here the solution can be found. At the present time, for instance, there is a widow with three children who has been in the almshouse since August of last year, a child having been born later. There is one other case resembling this in general details. According to present usage there is nothing to prevent the family staying there for an indefinite period. In a third instance, the physical condition of the mother is involved and the mental condition of one of the children but it is by no means definitely determined whether the family should not be re-established in a home of its own. We here reach the crux of the whole matter.

Nice and comfortable as are the general conditions at the Hillside Home, no one will gainsay that a public institution of this sort affords nothing normal to a family or that the children's contact with abnormal people can be anything but harmful to the children. An attempt should be made in all instances of this sort to have a careful investigation made, to secure as far as possible the co-operation of other agencies and to re-establish the families in homes even if the traditions regarding size of grants made by the Poor Board are broken under these special conditions. We are not here referring to temporary shelter. We realize the feeling which prompts the commitment of all of the children so that they may remain with the mother. We doubt whether this should be done as often as it is done. But whatever may be said of this practice, there is nothing to be said in defense of the practice of permitting the families to linger long after the immediate emergency has passed without any definite planning for the rehabilitation. As it stands now the period may be extended up to a time when the mother in desperation makes attempts of her own which may or may not be wise, looking towards re-establishment.

Total Cost of Public Outdoor Relief

Heretofore in speaking about public outdoor relief, we have been dealing with the actual expenditures for relief and not the total cost. The figure which we have given for 1913, to wit, $34,414.23, includes just three items, one of $464.60 for transportation furnished to non-residents, $1500 for the salaries of five outdoor physicians, and the remainder being paid out for provision orders.

It is, of course, difficult to accurately divide administration and office expenses of a Board in charge of a very large institution like Hillside Home and also in charge of an outdoor relief system. Halving all expenses outside of the Hillside Home and charging one-half to outdoor relief expenses, gives an item of $7,777.63, or a total cost for outdoor relief of $42,191.86.

Special Care and Appropriations

The following appropriations are made by the Directors to private societies in the city:

Associated Charities and Humane Society	$500.00	
Day Nursery	500.00	
District Nurses' Association	900.00	$1,900.00

For the per diem care of city charges in special institutions the following expenditures are made:

Children in Homes	$1720.37	
Insane, State and Other Hospitals	29.90	
Feeble Minded and Training Schools	564.06	
Miscellaneous	83.00	2,397.33
		4,297.33

The Associated Charities and Humane Society

The Constitution of the Associated Charities, adopted in 1893, presents the following as its

OBJECTS

To secure the concurrent, harmonious action of the different charities of Scranton in order to raise the needy above the need of relief, prevent begging and imposition, and diminish pauperism; to encourage work, self-dependence and industry through friendly intercourse, advice and sympathy, and to aid the poor to help themselves; to prevent children from growing up as paupers; to aid in a diffusion of knowledge on subjects connected with the relief of the poor,

AND TO ACCOMPLISH THESE OBJECTS, IT IS DESIGNED

1. To provide that the case of every applicant for relief shall be thoroughly investigated.

2. To place the results of such investigation at the disposal of the Secretary of the Poor Board, of charitable societies and agencies, and of private persons of benevolence.

3. To obtain employment, if possible; if not, to obtain, so far as necessary, suitable assistance for every deserving applicant from public authorities, charitable agencies or benevolent institutions.

4. To make all relief, either by alms or charitable work, conditional upon good conduct and progress.

5. To send to each poor family, under advice of proper authorities, a friendly visitor.

6. To hold public meetings and print papers for distribution.

In 1905 the society was incorporated as "The Associated Charities and Humane Society of Lackawanna County."

In this charter it is stated:

> 2nd. The purpose of this corporation is the management and direction of such of the public charities of the County of Lackawanna, State of Pennsylvania, as may be entrusted to it, together with general philanthropic and moral work.

With certain modifications the statement of purposes in the Constitution covers substantially the whole field of family rehabilitation. The more general statement in the charter is, of course, both indefinite and yet broad. It is significant, however, that the application for a charter was made at a time when growing work in this direction made it desirable for the Society to become a corporation which might have the custody of children and which might become a quasi public agency in connection with work belonging to a Humane Society.

In an examination of the work it is revealed that no strict separation of this Humane Society work from the ordinary work with families is made.

The annual report for the year closing December 31st, 1913, indicates that the following came to the attention of the Society.

Married Couples	943	
Widows	198	
Widowers	41	
Deserted Wives	100	
Deserted Husbands	18	
Divorced	18	
Single Women	178	
Single Women with Children	30	
Single Men	180	
Children	100	1706

Of these 1706 we learn that 1032 made personal application and 486 were referred by individuals. There were 15 referred by attorneys and magistrates, 33 by the truancy department, and 7 by the schools to other departments. Visiting Nurses referred 12, societies 27, institutions 42 and churches 28.

We find that temporary employment was secured in 68 instances and permanent employment in 50. The figures given in the remainder of this paragraph are from the annual report for 1912, the figures not being completed for the fiscal year of 1913, which has just ended. They will be substantially the same for that year. We find that legal advice and services were given in 261 instances, marriages were arranged for in 15, that 199 persons were arrested, that 133 were taken to the Juvenile Court, that there were 267 children on probation and that transportation was arranged for through the Poor Board in 79 instances. There were 196 committed to various institutions, exclusive of hospitals.

With the exception of the employment figures which pertain to both sides of the work, the figures given in the last paragraph apply most particularly, though not entirely, to the Humane side of the work. The data with reference to the straight Family side is not so detailed. We are still referring to the report for 1912. Here are some of the figures. Medical aid was secured for 52. Nurses were secured for 61. There were 138 referred to churches and 168 to the Poor Board. There is also a statement regarding investigations which reads as follows:

Found Worthy and Aided through Various Charities	1664	
Found Unworthy or not in Need	124	1788

In connection with the Family work, it should also be added that 80 persons were referred to hospitals and that burials were secured through the Poor Directors in 7 instances. There were 39 lost children restored to parents, 28 were prevented from begging, there were 64 references to truant officers.

Taking all of these figures in the large they are significant of the development of the Society upon the Humane side. Beneath the surface there are other indications. Thus it is apparent that the large number of investigations referred to have centered around questions of material relief only and there is nothing in the records to indicate but that they have been of a superficial character.

Turning to the first paragraph on page 45, we observe the quite limited number of references of persons to the Society by other Societies and by institutions, churches and the visiting nurses. Observe in the next paragraph that we deal in figures like 261, 199, 133 in connection with law matters in addition to the 267 children on probation. So also the 196 committed to various institutions exclusive of hospitals. Compared to the ordinary figures of an Associated Charities which is not doing the legal Humane work, this figure is quite large. Coming to the next paragraph, the reference of 138 to churches and 168 to the Poor Board is not indicative of the working out of co-operative plans but a simple transfer of relief responsibility. Medical aid and the use of nurses are far below the ordinary mark.

It has been impossible to gather useful data from the records of the Society which are extremely meager and give us no basis to work upon. The staff of the Society has much information regarding families but it is in the heads of the individual workers. No more costly or uneconomic policy can exist than one which does not provide sufficient help for the proper keeping of records. Even the most efficient and experienced worker, after years of experience, may become confused as to the exact significance and relative importance and corroborative foundation of the impressions and

facts or alleged facts regarding individual families which she may be treasuring in her mind. In the course of the special investigation referred to in Part II of this Report, we had one or two interesting illustrations of this possible confusion. The gravest injustices, here we are speaking generally, have been and are being done to families by reason of their changed condition's not being known to a particular worker and by reason of the ordinary mental processes by which a superficial impression of a family becomes later on, an outstanding and prominent fact, without any corroboration whatever.

The difficulties attendant upon the proper presentation or any sort of presentation of the work of an Associated Charities through figures of this sort are a constant and heavy problem with societies which have the completest records. Therefore it would be idle to attach great significance to the figures of a society with an inadequate staff excepting as they may be confirmed by the general condition of the social work and the inferences which may be drawn from other sources. It is apparent that some of the most important agencies in the city are not co-operating in the planning for individual families. There is no decisions committee of the kind before indicated. The habit of working together is

nowhere apparent. We have seen that there is a certain amount of so-called referring of families, but limited as it is, it does not represent any actual and careful co-operation in joint action. Nor need I say that the terms "worthy" and "unworthy" in themselves indicate the lack of constructive planning. We have already emphasized this.

Where lies the fundamental difficulty? It lies in the fact that into the hands of one worker with some assistants there have been left the burdens which could not be possibly carried by anyone. All exterior evidences point to an appreciation of the special forms of service to which the General Secretary of the Associated Charities and Humane Society has given of necessity particular and prolonged attention. The Probation and Humane work in themselves are more than enough to occupy the full time of an executive. It is necessary that this work should be conserved and it is equally necessary that there be proper development by the Society in becoming the co-ordinating and co-operating center through which steady progress may be made in family rehabilitation.

We shall not at this point consider the working out of this problem but wish first to comment upon the work of the other agencies previously mentioned. Furthermore, the Poor Board and the Associated Charities problems must be considered together.

The Jewish Charities

The United Hebrew Charities is a combination of what was formerly the Immigrants' Aid Society and a work with homeless men. It has an annual expenditure of about $2000.

On the Family relief side it claims to relieve such families as the Hebrew Ladies' Aid Society, later referred to, cannot handle on account of limited funds. In other words, if a family is going to require any considerable amount, they turn it over to this organization, which is a men's society. There are no records kept and they are on the point of adopting a system by which the few details regarding family history which they gather will be put on check stubs and each administration will carry off its own stubs.

Out of a Jewish population of about 8000, it is claimed by this organization that there are not over 50 families being aided by all the societies combined.

The Society furnished board and lodging in 1913 to 270 transients at a cost of $241. They paid for 4 funerals at a cost of $122. The sum of $165 was paid to traveling rabbis. On the Family relief side, 103 checks were issued amounting to $835.

While this shows a total expenditure of only a little over $1300, we understand that through special collections for very special family emergencies involving large amounts, the amount of about $2000 is reached.

On the Immigrant Aid side, they are advised by Ellis Island, or rather by an immigrant society there, of all Jewish immigrants who have Scranton for a destination. They are looked up upon arrival and advised and helped as may be necessary. In a private way this small group of men have arranged with certain wholesale dealers to send them such people as they think need their help to get started in business in a small way. Usually there are about 15 persons who have accounts with the wholesale dealers which are underwritten by this group. There is also a small loan society having a capital of about $1000. Losses are made up by dues of 25¢ a month collected from members and through collections.

The Hebrew Ladies' Relief Association expended $400 in relief during 1913, helping 38 families. Records are kept in a small notebook. The officers of this Society are extremely dissatisfied with present conditions, claiming that they are imposed upon, and other Jewish societies and organizations are imposed upon because there is very little co-operation and very little understanding of the proper way to work with families.

As we have proceeded further in this inquiry we have heard of other special organizations which we have been unable to follow. Also we are unable to report as to the exact amount of Family care which may be done by societies connected with synagogues.

On the part at least of some of those interested there is a strongly expressed desire for a comprehensive federation with an officer giving full time to the work. The question of a federation must, of course, be worked out by the Jewish community itself. In the event that steps are taken in this direction, it may be possible to suggest a working arrangement with the Associated Charities which will be mutually beneficial.

The need for federation is indicated with reference to the development of the ordinary work with families. It is quite evident from the above that the efforts along constructive lines, as indicated in the loan society, the helping of small tradesmen to start in business, and the raising of large amounts of money for special purposes, are far ahead of similar efforts in the city at large.

St. Vincent de Paul Conferences

The previous tables show that in 1913 at least $3,296.31 was collected for relief purposes. This is an approximate amount for the reason that all of the conferences have not yet made their returns. The tables also show that at least 137 families were involved.

There are 55 men on the roll of the conferences and 1212 visits were made by them during the year. There were 14 situations secured and 99 boys received special instruction of some sort.

For the information of those who have not had previous knowledge of this society, it may be stated that in dealing with families the actions of the conferences and of individual members are marked by a great deal of practical sense and sound wisdom. It is an entirely voluntary organization, and yet as between conferences here in the city it has maintained a scheme by which the crossing of lines in an accidental way by two or more conferences with particular families has been obviated. It is strong in holding up to full responsibility the members of individual family groups. As will be observed from the above figures, it has developed two special lines of constructive work, though on the employment side, this appears to be somewhat limited. It has always

been our experience that whenever lines of larger co-operation have been actually developed the members of conferences are always prepared to do their part. The policy of the society in other places has been generally against the plan of registering the families in a confidential bureau, but generally in favor of exchanging information for mutual benefit with other societies interested, and in having representatives upon the decisions committee previously referred to. We understand that their co-operation with the Associated Charities here has been close.

A Woman's Auxiliary to this society takes no part in the visiting or in the decisions regarding the care of families but assists in raising money for the uses of the society.

Salvation Army

The Salvation Army reports a total expenditure of about $5,000 for all departments of their work. There will be later included the statement now being prepared showing the amount used on the Family side. The methods of the Army require weekly, quarterly and annual reports made to National Headquarters, on relief work, in addition to the other activities. Relief has been given for various purposes and in different forms. There are, however, no individual records of families. There is evidently intimate knowledge of the conditions existing in particular families and a recognition of the need of constructive work, but the absence of any plan for exchange of information plainly revealed in one case the need of correction of certain facts regarding a family from the records of other societies or a satisfactory refutation of the records elsewhere found. The officers feel that under the present unorganized conditions they are required to carry heavier burdens on this side of the work than normally belong to them. They are evidently ready for a systematic co-operation.

Volunteers of America

This organization is most deeply interested in the proposition for establishing a boarding-home for working girls, which is recognized as being a pressing need by other persons who have been in touch with girls who could not make use of the boarding facilities of the Y. W. C. A.

In connection with Family work they have reported to us that they have been in contact with 66 families and have found employment for 28 men.

The Churches

So far as the Protestant churches are concerned, it is not necessary to discuss their Family work in detail. We have previously presented some figures showing the number of families known to them and the general size of their relief fund. We have obtained from the churches information of value regarding some of the families about which we inquired.

What it is important to consider is just what relations the church work should bear to a more co-operative working along the plans later indicated.

If a church desires to, it may work through an Associated Charities to the extent of offering relief and service in their many co-ordinated plans, but with the Associated Charities serving as the center. In other words, it may transfer responsibility there and do its part as it can in the plans worked out after investigation.

Or it may simply transfer such responsibility in the case of any new families coming to its attention, or in the case of families not considered to strictly belong to the church congregation.

Or it may, with or without transferring complete responsibility in the alternative just indicated, arrange to hold primary responsibility with its other families while working with the

Associated Charities in harmony with whatever plans have been developed by the Associated Charities or other specific societies or individuals.

So far as possible, churches should be induced to register families in a confidential exchange but this will always be far from complete.

Churches which are doing any extensive Family work should be represented upon the decisions committee already spoken of.

Churches whose work is restricted to occasional care in connection with a few families may be brought into consultation when those particular families come up in connection with the activities of other societies. These consultations may be between the church and general secretary of the Associated Charities or by a representative of the church being invited to a meeting of the decisions committee at which the problems of the particular family are to be confidentially considered.

In no one of the alternatives above offered is it assumed that the church will lose its contact with families and home life, but that in some instances it will lose it where responsibility belongs elsewhere, and that in other instances the contact will be more fruitful because based upon larger knowledge and upon more comprehensive planning.

Greater church co-operation, however, must depend upon an enlargement of the work of the Associated Charities.

With such enlargement, the degree of co-operation between it and an individual church must be worked out in each individual case. What I mean to indicate is that no scheme of general church co-operation can be worked out and plastered down on the community. Any attempts in this direction are always met with increasing opposition and at the best very partial success. No church, however, can afford to assume a position of aloofness and demand that it be left alone in its own corner with its own families. In the first place it is impossible for it to accurately determine which are its own families if it does not know what others are doing. In the second place, no church worker, nor for that matter any other single worker, can attempt to do the many different kinds of service required in individual families. For the sake of the families themselves, it is necessary that it should be part of the associative scheme of things and in the main current.

Pennsylvania Association for the Blind
Lackawanna Branch

This association has no relief work, but it will be remembered that we are here dealing with Family care and that therefore it should be considered under this part. The Branch has only been organized since November, 1912, but it already has accomplished some interesting things.

One of its main purposes is the industrial training of the blind and their placement thereby in gainful occupations. The Branch has given us a list of the blind persons known to it and what has been accomplished in this direction.

These occupations appear:

Typewriting	1
Carpet-weaving	1
Chair-caning	4
Selling Brooms	2
Bead Work	2
Piano Tuning	2
Crocheting	2

In each instance, only one occupation per person is indicated, though training has often been along several lines. Altogether since the opening of the Mulberry Street headquarters, this Branch has been the means of placing $1335.04 as wage earnings into the hands of 26 blind persons. The larger

industry has, of course, been broom-making. In at least three instances, the Branch has been the means of restoring or partially restoring eyesight through the aid of specialists.

In a city which has placed too much emphasis upon simple relief giving, there is a moral taught in this distinctly constructive work with this apparently less helpable group. It involves the most careful study of individual education, character and aptitude as a basis for a determination of the kind of occupation and training which is possible and practicable. The Branch is but in its earliest infancy and final results cannot now be determined, but so far it has demonstrated that it should have the fullest support in carrying on the work which has been so well begun.

P A R T IV

NECESSARY DEVELOPMENT IN FAMILY CARE

Having in mind all that has been presented in Parts II and III with reference to the present status of Family care in this city, and what is required for the best efficiency in that field, let us now consider the practical steps involved in the necessary development.

The Under-Reaching of the Situation

In general terms it may be stated that what is required is an under-reaching of the situation. The neglect of co-operative working in the past has made it absolutely impossible to gain any clear perception of just how big the problem is. In some instances, after considerable digging, we have unearthed a fair amount of information in the files and the brains of the social workers of the city, but there has been no joint sharing of this information nor joint working together on the basis of it. But in a great many instances, the information which may be obtained is either superficial or is based upon an ancient, not present, knowledge of the family. This is sometimes worse than no knowledge at all. The special investigations we have made on our own account have, of course, been extremely limited in number. This work has amply demonstrated that there is a need for considerable development,

but it would be idle for us to base any estimate on the size of the burdens to be borne by individual agencies. For the next year or so there must be an under-reaching of the situation, a careful, consistent digging downwards which will but slowly change ideas and methods of work as more is revealed and more is done.

Now this under-reaching does not have to be a special and out-of-the-ordinary process but may be simply the following out of ordinary lines of permanent advance.

The First Steps

The first steps are a consideration of how the Associated Charities may be re-organized in such a way as to separate from it all except the straight Family work and certain lines of children's work which will be later indicated. This would mean that the work with wayward girls and other police cases should be combined under Mrs. Duggan with the Probation work of the Juvenile Court. There should be a separate secretary of the Associated Charities. It is extremely unfortunate that there should exist throughout the city a general impression that this society is most intimately and closely connected with these features of social work. The evidence is pretty clear in our minds, evidence coming from many quarters, that families are reluctant to go to the Associated Charities in connection with ordinary

family troubles, because they, whether innocent or not, are afraid that their children may be taken from them. Of course, specific distrust of this sort is absurd. Of course, there are families who do go to the office in connection with ordinary difficulties, but the trouble is that even when they do, it is impossible to guarantee that they will receive proper and comprehensive attention because the pressure of these other activities in connection with people whose situations demand the promptest and the most strenuous action, crowds to the wall the continuous and prolonged attention which must be given to families in their homes after the first emergencies are met. The society does look after first emergencies but cannot follow them up thereafter.

Therefore, there can be no question but that the wisest step is to make such re-arrangement as will separate the present kinds of work in which the society is most involved, and which in themselves require the constant attention of a trained executive, from the family rehabilitation work which must be developed. In this way, not only do we give opportunity for the proper development of this latter work, but we do away with the vital handicapping of it as it is now handicapped by its too close connection with a necessarily important semi-official Humane work.

I may say that the combination of the work of a Humane Society with an Associated Charities is a custom peculiar to Pennsylvania. A number of societies organized from ten to twenty years ago follow this plan. The societies which have been organized during the last five or six years have quite markedly departed from it. Here in Scranton I have had first opportunity to observe what may come out of such a connection. My strong opinion is that where there is a large amount of Humane Society work to do, it is most unwise to too closely connect the two kinds of work, even though they may run into each other.

At the same time, I do not wish to suggest a plan which might imply that another new society was being added to those which might appeal for funds. My recommendation would be that steps be taken to separate the Associated Charities from the Humane Society but that the same Board of Directors, technically different, should serve for both societies, and that in connection with financial appeals they should always jointly appeal.

Some other way out may appear to be more practicable after this report has been carefully analyzed by the committee to which it will be referred. That is, so far as this particular method of separation is concerned. There can be no escape from the need of a leader for the Family work.

What is Needed in the Family Work

Let us now take up the question of what is now required for further development in the Family rehabilitation work.

In connection with our discussion of "The Chief Need in Scranton," we have spoken of all of the factors required in connection with proper organization. We will now consider what development is required in order to bring up the local situation to the standard indicated. We follow the numbering given on page 12 and succeeding pages.

(1) The first requirement is a confidential exchange which has been universally demanded. As we have shown, it will not in itself effect very much, but in connection with co-operative working, it will effect a good deal. Let it be understood that a confidential exchange does not require that detailed information about families be registered, but simply the fact that a particular agency or church is interested in them, so that others later interested may know this. The confidential exchange should be used by both societies dealing with families and by all kinds of institutions. It should also be used by hospitals so far as obtaining information is concerned in connection with free patients. On the other hand, it would be impossible for the hospitals to register all the cases of this sort coming to them for they

would completely swamp the exchange or run up its expenses tremendously. Not less than $1000 for the first year would be required for such an exchange and the cost should be divided among the public and private agencies on the basis of the amount of service to each one. From what we have said, it may not be evident just how the exchange would serve institutions. It would serve them by giving them sources of information regarding persons seeking admission without the necessity of their making complete investigations themselves. All inmates should be registered, as this sometimes is of the greatest service to societies which may be working with other portions of the families from which the inmates come.

Because of the general interest in this particular thing, we have dwelt upon it at some length. But let it be understood that while it would be of some service, inaugurated and standing by itself, it would soon become ineffective if efforts were not being made to organize co-operative planning and working behind it. In itself, it is a mere mechanical device, which becomes of the utmost value only when there is some personality watching to see that its services are properly used, and showing how they can be used, in addition to being connected with a society which is constantly developing co-operation and a more careful working out of family problems.

(2) Investigations must be made much more extensive and must be properly and completely reported. Such investigations are frequently impossible with the size of the present staff and the work it is now doing, especially on the Humane side. It is throwing money away to have any time spent in investigation when the results of investigation are not properly recorded. The very primary reason why there is little which resembles planning in connection with the hundreds of families known to the various societies, lies right here. There is far less systematic information on file than would be required by Dun or Bradstreet, for instance, in connection with a business house with a capital of a few thousand dollars. Even the simplest economic value involving the welfare of a family group may easily measure up to the economic value in proper knowledge of the credit which should be extended to a business house of the kind indicated. This has no reference, either, to the simple matter of justice. If we are not going to do our work with decent thoroughness, it had better not be done at all. Only eventually we will find that it will have to be done thoroughly because of the growing burdens.

(3) and (4) There has, of course, been considerable co-operation developed through the Associated Charities, but there is a tremendous lot to be done. Of systematic working together along common plans by several agencies

there is practically nothing. There is no decisions committee at which the more difficult family problems are considered. With the strongly marked geographical divisions in the city, I believe it would be necessary to eventually organize three or more such committees. It is not necessary at this point to go into details of the plan which must be slowly worked out after the reorganization of the society along the lines indicated.

(5) The question of volunteer service is always a difficult one. I know that attempts have been made in the past to develop this side of the work. I know also that many societies have had most discouraging experiences. I know further that in later years there have been renewed attempts and that it's impossible for the most work to be accomplished unless there are some volunteers who will carry out some details of the Family plans made, for there are always more details to be carried out than can be by a small group of paid workers. We have indicated on page 14 the community values of volunteer service and the absolute need of it in order to awaken the community to the need of taking definite steps for the changing of intolerable conditions.

(6) and (7) There is need of the systematization of the information gathered which may serve to throw light upon the specific points which show bad social conditions in any direction, and also to afford illustrations of a concrete sort for the appeal to

those who may not have sensed the need. For instance, a conference should be arranged to bring together the field workers of the societies to consider what point should be covered on a card reporting the more obvious housing and sanitation defects found in the houses visited. These records should be turned in to the Associated Charities, combined with similar records which their visitors would turn in, so that at a later date a special committee may consider what, if any, housing defects require the attention of the municipality. As we have already pointed out, there is need of attention being given to the conditions surrounding the living in basements of families in houses where there has been sub-letting. The Associated Charities in the past has figured considerably on this side. I think, however, that the plan of co-operative working in the systematization of information has not been very much developed.

I should like to call attention to another question, in which I believe there should be united action on the part of the Associated Charities and other organizations. In 1913 the Legislature of Pennsylvania passed a bill by which a man sentenced for non-support might be imprisoned at hard labor and that a per diem of 65¢ be paid to his family. Owing to the fact that no hard labor is provided for the misdemeanants serving out sentences in this County, it has been impossible for this law to be carried out. Inasmuch as the

imprisonment in idleness of any person is morally and economically a bad and wasteful process, this brings up the question, naturally, of whether any reasonable means for providing hard labor might be developed. A brief has been submitted to me, showing that by the Act of June 26, 1895, P. L. 377, (Workhouses 4 Stewart's Purdon 5190) the County Commissioners after having first obtained approval of two consecutive Grand Juries and of the Court of Quarter Sessions, may establish a workhouse of which they shall have control, and may use any land suitable already held by the County, or purchase others,

The other statutory references leading up to this are: Act of 1705 1 Sm 56, Act of 21 February 1767, 1 Sm 270. 2 Brightly Purd. 1479, Ed. 1700-1872, Repealed or Amended Act of Mar. 31, 1860, P. L. 427, Section 79.

An Act of May 25, 1907, P. L. 247, (5 Stewart's Purdon, 6142) provides that for the better employment of prisoners and the improvement of highways, every able-bodied male prisoner in any jail or workhouse may be required to do and perform eight hours of manual labor each day except Sundays or holidays.

Labor to be classified, fixed and established by the Prison Board under regulations approved by the Court of Quarter Sessions. Sheriff and County Commissioners constitute the Prison Board.

I would call attention to the desirability of taking advantage of these statutes for the providing of hard labor, not only for non-supporters and deserters, but for all short-term offenders. Public opinion is steadily pointing towards the need of employment of all persons under sentence, and the policy of paying a per diem to the families of the prisoners. From the comparatively small amount of data which we have been able to gather, it is apparent that Desertion and Non-Support figure very largely in the dependency of the city.

Even in the limited number of investigations which were made, it became evident that with enlarged investigations and better kept records, many questions of school attendance and child labor will come to the surface. These are going to require careful handling with reference to individual violations, while at the same time, the information thus gained should be at the services of the combined movement for better legislation and administration.

Poor Board

I would recommend that the Poor Board at the same time engage one visitor to work under the supervision of the reorganized Associated Charities, or engage the Associated Charities itself to hire a worker for the purpose, to begin an immediate examination of the families now receiving public relief. This should not be with reference to any immediate action of the Board, but a taking up of the families, one by one, and at the same time utilizing all the information being gathered by the Associated Charities. There should be a first set of investigations having to do with the elimination of people who obviously should not now be receiving relief. When this is accomplished, each section of the city should be visited, and in connection with the other work of the Associated Charities, an attempt should be made to gradually recommend to the Poor Board such adjustments of grants as may appear to be desirable in the light of the facts, the co-operation of other individuals and societies, and the permanent plans which may be under consideration. This process will take at least two years. At the end of that time, it will be possible to form some idea of what might be considered reasonable appropriations for public outdoor relief.

During the process of this plan of investigation, I do not believe that the present system of having applicants appear before the Board in open session should be continued. Whenever there is not information at hand, obtained in the manner just indicated, a statement of conditions of families and recommendations should be made by the individual director in the district in which the applicant lives, to be presented by him to the Board for approval without any personal appearance of the applicant.

With the accumulation of information, it will be necessary for the Poor Board to maintain a more elaborate system of records, which should be essentially in the same form as that which may be developed by the reorganized Associated Charities. This means following the best business customs in the use of the vertical filing system, and a record card containing much more data than appear on any set of cards in the city, as well as the chronological record of investigations, consultations and what has been accomplished.

The Ends to be Attained

The ends to be attained are:

(1) Equalization and readjustment in the outdoor relief of the Poor Board, with the understanding that it may later safely remove its present limitations upon form of relief and size of grants. It may safely give money for other things than food. It cannot, however, consider any radical changes in this direction until probably at least two years have expired during which the examination of the field has been made.

(2) Reorganization on the private side through the Associated Charities, which will mean that the work of co-ordination, investigation, co-operation and treatment will rest primarily with the privately supported agencies. It will also serve to more efficiently supplement relief given by the Poor Board, which under any circumstances whatever must have limitations. We question whether there has not been too great a concentration of relief-giving through the Poor Board. We are entirely convinced of the disastrous results of a greater concentration. It is not necessary to argue this fact, however. We all know that despite whatever theories we may hold, people will insist upon individual participation in relief-giving, and the only thing to do is to open up sensible ways in which they may be of assistance. This

paragraph, however, is not primarily concerned with the relief-giving, but with the work of co-ordination, etc. This, in essence, is something which must be done by private agencies. It must involve voluntary association with no public aspect. It is necessary for it to be done by a private agency for no other reason, or no further reason, than that private citizens as such must be in immediate contact with the home conditions of the neglected, and be prepared to fight the injustices which may be revealed.

P A R T V.

CHILD - CARING

In the proposed reorganization of the Associated Charities, I would recommend that a children's committee be created upon which should be representatives of the institutions in the city dealing with children, as well as the representatives of other organizations, and the Associated Charities itself. I would propose that this committee make it a special care to develop a co-operative working in the community problems which may arise in connection with children. It should have contact with the Pennsylvania Child Labor Committee, the Pennsylvania Children's Aid Society and such other State organizations as may be interested in this field.

Child-Placing

One of the first problems which should be considered by this committee is the question of the better systematization of the child-placing work done in this city. The conditions may be thus summarized.

The Associated Charities and Humane Society placed out 19 children in 1912. The degree of possible supervision is indicated by these facts;

Neither foster parent nor child seen during last eight months or year	4
Foster parent seen but not child during this period	5
Children came to office or were met in some other accidental way	8
Child adopted by own uncle	1
Child seen about six months ago	1

Of this number only 5 had been legally adopted with accompanying transfer of responsibility. The papers in 3 other cases are just being made out. The Poor Board some years ago used to indenture without previous probation period, so far as foster parents were concerned. This was little short of a crime, but has been practically abandoned. Only 2 children have been indentured during the last 3 years.

The House of the Good Shepherd also places out children but we have no data as to number. There is no adequate after-supervision.

From St. Patrick's Orphan Asylum 23 were placed in family homes during 1913.

St. Joseph's Foundling Home and Maternity Hospital placed out 13 children during the year. We were told that the homes were visited by members of the church society.

The Home for the Friendless placed out 15, members of the board visiting the homes previous to placing out and afterwards.

The proper placing out of children is so delicate a matter, and is becoming so large an industry here, that I urge its careful study by the committee before named in consultation with the officers of the State Children's Society. I am not, you will observe, offering any scheme, but simply urging that to my mind

the time has come for the agencies engaged in this work to sit down together, observe what they are doing here and what is being worked out in other Pennsylvania Counties. Because there have been misunderstandings between the Pennsylvania Children's Aid Society and certain societies here, I am the more insistent that the General Secretary of that society should be called into consultation here.

I am not an expert in the children's field, but it does not require an expert to observe that the standards of child-placing are at many points below the normal which will guarantee the safeguarding of the interest of the children placed. The gravest dangers appear in connection with the laxity (not extending to all cases, however) of the after-supervision, though it has not become evident that the previous inspection of homes has always been complete. Here, as in many other directions, we have been hampered by the absence of proper records.

Other Problems

We believe there are one or two other problems which will soon be ripe for this committee, but we prefer that they should be more distinctly revealed through the development of larger family rehabilitation work than they have been in the limited number of cases which we have investigated.

Day Care of Children of Working Mothers

We come now to the Day Nursery. Here and in other cities there are those who affirm that there should be no institution of this sort. In other words, mothers should be looked after in their own homes and should not be obliged to go out to work which compels their use of the Nursery. Whatever tendency there may be to cut down the work of mothers bearing the whole or a large part of the responsibility of families, both economic and otherwise, it is not possible to yet conceive of a state of affairs where it would not be necessary for some mothers to work, where indeed it may not be desirable for them to have certain occupations outside of their own homes. We do believe that a Day Nursery is a most necessary institution in a city of any size.

During 1913 the Day Nursery received from first to last 72 children for a smaller or larger number of days. Herewith are given certain figures regarding the daily attendance:

We are aware that serious criticism has been leveled at the management of the Day Nursery. We believe that the Day Nursery has erred in receiving the children of women not obliged to go out to work. An examination was made of the records which other societies have of certain women who have used the Day Nursery. Superficially, these records indicate that a certain few women should not have been granted the privilege. We say "superficially" because we are quite unwilling to describe even generally the statements made to us because they were not corroborated by sufficient records.

But in the nature of things, the absence of complete investigations must inevitably mean that some are admitted who should not be. Now if the money received from the mothers paid all expenses, the Nursery could be considered to be simply a business concern, where any one might go. This is not so, however, and a larger part of the expenses must be borne by the community. For that reason, there must be discrimination in admissions. It is obvious that only the children of mothers out at work should be received, and that wives, whose husbands are able-bodied but lazy should not be permitted through the services of the Nursery to become the chief bread-winner for their families.

With the reorganization of the Associated Charities, there should be a definite understanding for an exchange of information and for the tactful inquiry into the condition of families making use of the Nursery.

It has been claimed that some of those who used the Nursery would not make use of it if anything of this sort were attempted. I do not believe that any mother really needs the Nursery who would take a stand of this sort, and in this I am amply confirmed by the experience of many other Nurseries.

Furthermore, I am quite sure that in a city of this size and of this character, there are really many more working mothers who need its services than now take advantage of the Nursery. It is not only a necessary institution, but its present accommodations should be utilized to a far greater degree than they are. This utilization would speedily eliminate that group which would object to any friendly interest in their affairs.

What is the reason for this condition of affairs? In the first place, I come straight back to the old cry of lack of co-operation and understanding. It is inconceivable, for instance, that the societies having to do with families in their homes, have not run across some instances where they might have urged the use of

the Nursery, even to the point of paying the extra carfare where long distances from home to Nursery and Nursery to work may have to be considered.

There are, however, even more fundamental questions regarding the Day Nursery which cannot be settled until there has been proper co-operation. I refer to the question of location. As a first location, the Nursery has been placed in the center of the city so that it might be used by women from any part of the city. Now the question may easily come up as to whether the Nursery should not consider whether a certain section of the city did not contain a greater number of women willing to make use of its facilities if it were moved near to them, than now make use of it when it is in the center. Furthermore, whether by moving nearer to any such section, its facilities would not be fully taxed. At the present time there are absolutely no data to be guided by. There will be when the district decisions committees before referred to have been in action for six months or a year.

If such a course was ever determined upon, it would mean that efforts would have to be made in other parts of the city, possibly, to find good common sense women living in these neighborhoods to receive a limited number of children in their own homes. I am well aware of the dangers attendant to such a plan.

There would be nothing reaching at all up to Day Nursery standards. Certainly, however, such informal sorts of home nurseries contain less dangers than the locking into houses of groups of little children, or placing them in the charge, for instance, of a sister of ten or eleven, who is not only being filched of her rightful education but is often quite incompetent to deal with the kinds of emergencies and happenings which may come into a family of children during a single week or month.

In closing, I wish to express, as I hope I have implied, my great interest in the Day Nursery work here and elsewhere. I quite appreciate the position which they have sometimes taken in the face of criticism. There can be no question of the values in such an institution. In the miserable policy of isolation, which has been the most prominent characteristic of the charitable field here, they have fought for their own ideals. But they, like others, must carefully watch that they do not take false positions whenever in the course of the getting-together era which is to come, there are presented to them constructive and helpful suggestions looking towards a greater usefulness for the Day Nursery itself

P A R T VI

THE SICK

We wish to consider here three special aspects of the care of the sick, though, of course, it is easily seen that we are still in the field of Family care, but we are starting from the medical point of view.

District Nurse Association

Except in one table, we have not before mentioned the District Nurse Association. It is scarcely necessary to linger long upon it now.

In the first place, as a social worker, I wish to compliment it upon having the best and most systematic records of any other of the agencies which are working in homes. This is all the more to their credit, for one would naturally expect to find the better records in other places. These records are, of course, largely medical, but certain important social data often appear. It is not, of course, presumed that the nursing agency should maintain full social records.

It is important to note something about the sources of requests for visits made to this association. While physicians referred 770, and individuals referred 129, and friends, 28, only 1 was referred by the Poor Board, 6 by the Associated Charities, 1 by a dispensary and 7 by hospitals.

Because it has had its own special field of work, and has kept out of certain dangerous tendencies, among which may be noted the danger of becoming involved in relief apart from special diet, etc., it has suffered less from lack of co-operation than the general social agencies. Even at that, those families at the lower margin, whom they have visited, have, many of them, suffered most severely because of the absence of that constructive planning only possible when a number of societies are working in much closer relationship.

For the splendid service which it has rendered, the association is to be congratulated. In the next stage we have every reason to believe that it will willingly and generously keep open the lines of continuous communication with the other societies.

I may state that the very heavy preponderance of calls by physicians is in itself one of the best certificates of merit which it could present.

Care of the Tuberculars

The State Tuberculosis Dispensary reports:

The activities of the dispensary itself, of course, do not fall within the boundaries of this Survey. It is a State agency. Unofficially, however, we wish to express our deep appreciation of what appears to us to be a very strongly comprehensive work. The presence of the dispensary, however, develops certain local problems which heretofore have not been solved at all. We refer to the co-operation of local agencies in providing adequate family care in those cases where the patient is still living at home, or in properly looking after the families of patients who are sent to sanatoriums.

The same lack of co-operation is here apparent. The State Dispensary is not authorized to do more than to provide medical attention and in some cases to give milk as a matter of diet. Its staff has even sometimes been seriously embarrassed in obtaining proper clothing for patients going to sanatoriums. As for seeing that a family in which tuberculosis exists, is receiving enough to prevent the infection of well members of the family,

or in allaying the fears of a father, for instance, who has been admitted to a sanatorium, and does not know just how his family is going to get on, in dealing with really a score of difficult questions which come up after the health side has been attended to, there indeed, there is practically nothing done. Nowhere are the disheartening aspects of the present situation so strongly marked as in this field. It is perhaps significant that one time when I went to the dispensary, the whole staff was busy in the examination of a family of eight, in which every one had the disease. The experience of other places has amply demonstrated that many families come to disaster through tuberculosis who have known nothing of charitable agencies before. An early examination may reveal the possibility of arresting the disease in the case of the chief bread-winner in the family, but the offer of sanatorium care is refused because there seems to be no way for the family to get on without him and he has not the happy-go-lucky character of many of the men who ordinarily come to a charitable office and who quite willingly go to a sanatorium without worrying very much over how the family will get on because their situation is always more or less emergent. The very purposes of state-wide dispensaries are hampered and traversed if the local agencies are not co-operatively working in carrying what is really the heavy burden of families in which tuberculosis exists.

P A R T VII

CARE OF NON-RESIDENTS AND THE HOMELESS

There is at present a division of responsibility, so far as the care of these two classes which really constitute one big class, is concerned.

The Poor Board issues transportation to other points for non-residents, and where no other means of transportation appears to be possible.

The Police Department gives temporary shelter to homeless men in the Police Stations.

Eventually, though not at this time, the city may have to consider the desirability of maintaining a municipal lodging house in charge of the Police Department, with a work test included. If at the same time, there is introduction of labor into the County Jail, the city will not become an attractive place for mere rovers. Of course, this means that other cities will suffer by their presence, but the great need is to awaken all cities to the need of having the same local systems and of initiating state campaigns for the establishment of state colonies for the real wanderers and vagrants who are evanescent and cannot be dealt with in any hopeful way excepting through combined municipal, state and even, in the end, national co-operation.

P A R T VIII

THE ATTITUDE OF THE COMMUNITY TOWARDS PRIVATE GIVING

We have already in several parts of this Report indicated that it has been the opinion of many that there should be a greater concentration of responsibility for neglected families on the side of public officials. We have also tried to show how disastrous a policy of this sort would be.

There are other considerations in connection with this which deserve attention. So far as the expenditure of public money is concerned, each year between $275,000 and $300,000 is used in this city. This includes public moneys passing through the Poor Board and State appropriations to local institutions. It does not include the appropriation of about $30,000 to the Pennsylvania Oral School for the Deaf, which is distinctly a state-wide institution. It does include the maintenance of the State Hospital, which, of course, receives patients from adjoining territory. It will be understood that we are only referring to, and only including appropriations to, distinctively charitable societies.

We have estimated that these charitable societies and institutions, including others receiving no State appropriations, obtain from private givers, about $73,000.

The larger list includes the following:

Scranton Poor Board

Associated Charities and Humane Society

District Nursing Association

Scranton Day Nursery

Salvation Army

Hebrew Charitable Societies

St. Vincent de Paul Society

House of the Good Shepherd

St. Patrick's Orphan Asylum

St. Joseph's Foundling Home

Home for the Friendless

Florence Crittenden Home

State Hospital

State Tuberculosis Dispensary

Hahneman Hospital

West Side Hospital

West Mountain Sanatorium

Church Societies
(While returns are not complete, the churches doing the largest work have reported)

When we come to social activities which are outside of this particular field, we recognize that private expenditures are increased. We recognize that during the last few years, there have been extraordinary demands in connection with building funds. We believe that it will be necessary to consider a larger mutual co-operation scheme with reference to new, as well as old, appeals.

Before doing so, I desire to call attention to the fact that disproportionate attention has been given to institutional development as against service development. Here I am referring to private giving. There is one splendid exception in the District Nursing Society. But outside of the nursing side, I would call your attention to the fact that both public and private expenditures in this field have centered around relief. The voluntary contributions which have been made recently to the Associated Charities have been extremely small in amount, with the exception of the occasional Benefits. To whatever point we trace back the reasons for this, whether to place the blame upon the society for not doing the co-operative work which it should do, or upon the community for not giving it support by which it could attempt the task, is a matter of small moment at the present time. The point of

supreme importance is that the community has paid less attention to the fundamental problems of Family rehabilitation, while in the main generously contributing to other causes. Now with the highest admiration of the other social and charitable societies and institutions, it would have been far better for each one of them to have had slightly smaller support with the difference going to the development of this work, than to have had the present situation brought about. It is too late to rectify the mistakes of the past. But the error must not go on. The present condition demands that in the reorganization of the Associated Charities there must be a larger support than heretofore for the work from year to year. With the tremendously greater efficiency which will come, the money now spent in the field will multiply in the values returned. I wish most emphatically to state, however, that I do not guarantee that in the end there will be less than the amounts now used required; but that the increasing cost of future years will be diminished by effective work, is obvious. This might as well be faced now. It may as well be faced immediately as to be put off. We are perfectly sure that you will come to it with greater or less effort because every city is coming to it whenever a sufficiently strong group realize the shortcomings and realize that every possible kind

of social effort is being crippled by the absence of the fundamental Family work.

To return now to the other question. We have seen that in one most important field there has been too little development in the city. When we consider just how social movements are carried on, we realize how individualistic they are. When anyone wants a thing and needs it to a greater or less degree, he forthwith goes out and tries to get the money for it. Without criticising any one of the special agencies which have recently appealed for building funds, I have not the slightest hesitation in saying that, considering the size of the city, etc., there have not been sufficiently long intervals between the appeals. For that reason, other forms of social work naturally and justifiably requiring increased resources have been handicapped. In a number of cities we have suggested a form of organization which we will briefly describe. First, however, we would frankly state it is still an experiment and not a clear and worked-out project like the Associated Charities. It means that there shall be a central committee composed of representatives of all of the social and charitable agencies in the city, together with a small group of disinterested people not associated intimately with any one of the societies, which endeavors by mutual forbearance and understanding to determine each year what new appeal or what appeals for large

increases in contributions should be given priority in any given season and what others should be temporarily withdrawn, all with the consent of the particular board of directors involved. Some very delicate and difficult tasks are involved in the working out of a scheme of this sort. It requires that the chairman should be the kind of leader who has imagination enough to see both sides of a question down to the very last detail, who will see that even justice is given to all presentations of needs. In addition and above all things, he must be one who will open the eyes of the representatives of different societies to the absolute need of developing an unselfishness which will mean a readiness to yield if the stronger arguments are on the other side. But in order for them to be considered stronger, it means that each representative should gain a far deeper understanding of the work of other agencies and so widen his interest beyond those particular activities in which his interest has been centered.

It will be observed that this is the only kind of formal association between the different societies which I have recommended, with the exception of the child-helping committee before referred to. So far as the Family work is concerned, co-operation there may be and is developed through informal methods with the responsibility for its development resting with the Associated Charities. Here is something which

requires more formal organization and which requires definite agreements of boards of directors before the committee can be formed. It is possible, of course, for the Associated Charities to help in organizing such a committee, in which it will be one organization simply. It is possible that before such experimentation the way to mutual understanding will be opened up if a city conference of social agencies was organized to which any interested persons could come, and at whose meeting problems affecting different kinds of societies should be presented and discussed. This conference might hold four meetings during the winter season. For the first year at least, I would not have it ask any one from outside the city to take part. Rather I would have it arranged to have the work of different societies, classified in groups, presented at successive meetings by interested persons.

If the question of a central committee of the kind indicated does come up, let it be remembered that its weapon is not coercion but moral suasion. The board of directors of any society can do anything it wills to do within the limits of the powers granted to it by its charter. It can rebel against any recommendation to delay a particular appeal. If it cannot be persuaded to change its course, it can appeal to the community

and the central committee cannot prevent its doing so. But if the central committee has acted in all fairness and can justify its stand, it is bound to have considerable influence upon the business community. If it misuses its moral power by lack of imagination, narrowness of thought or other more individual reasons, it will not be able to cripple a good cause.

P A R T IX

INSTITUTIONS

We do not present any extensive investigation of institutions. This Survey has centered around associated efforts outside of individual societies.

Many institutions, however, have outside questions to consider. So far as the general co-operative movement is concerned, their responsibilities as members of institution boards are not direct. Though it would be a desirable thing and a useful thing for members of such boards to serve on decisions committees, it is not absolutely necessary.

It is advisable that institutions should register in the confidential exchange.

We have already made certain recommendations regarding the need of taking up methods of child-placing.

It may be asked whether it is desirable that institutions should request the Associated Charities to make investigations of applications for admission. My answer is that it may or may not be. Certainly it should make the fullest use of the records of that society. Certainly it should give the society the advantage of its own investigation. It might be desirable for it to test its own methods of investigation by asking the Associated Charities to make full reports upon a few cases. It is unwise, however, for the

Associated Charities to become the center through which all investigations are made. In the case of individual institutions and upon the request of such institutions, there may be working agreements for undertaking this responsibility, dependent upon whether it has facilities for doing its primary work.

When it comes to the central committee last referred to, each institution should be represented if it is making any appeal for private contributions.

P A R T X

PROCEDURE

With reference to the families into whose conditions we specifically inquired, we have arranged for the formation of a small group of volunteers who will attempt to work out some of the difficulties involved until the time comes for a larger development of volunteer service.

With reference to the whole report we would recommend that it be referred to a small committee:

(1) To consider and discuss the report, and to approve or change the recommendations therein made.

(2) To either refer back its final recommendation to a meeting of this sort or to be instructed to proceed, in consultation with the boards of the different societies involved, to carry out as far as possible these final recommendations.