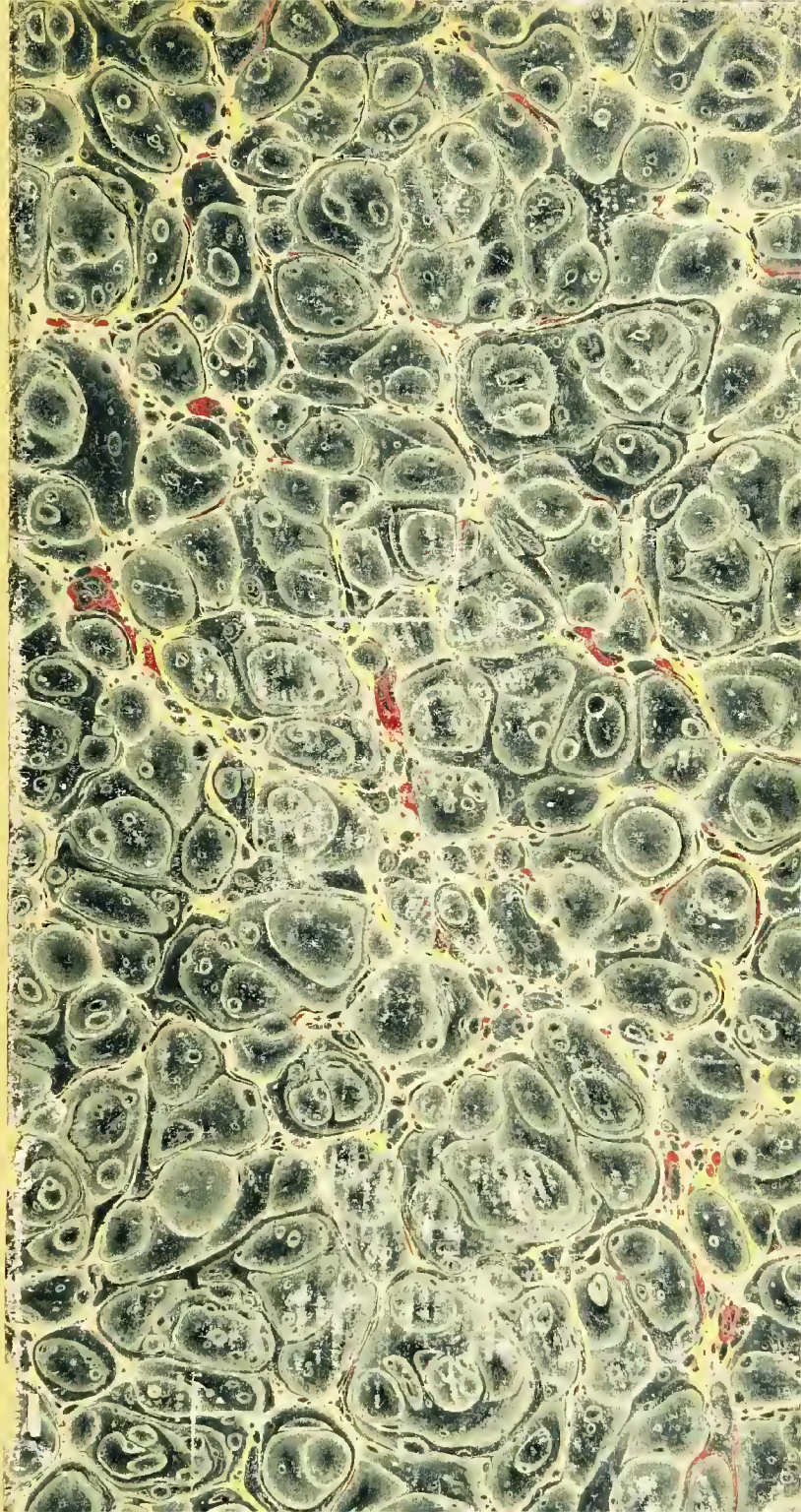


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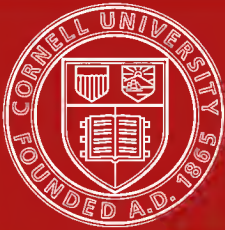
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THE CHARITIES OF SPRINGFIELD, ILLINOIS

A SURVEY UNDER THE DIRECTION OF THE AMERICAN
ASSOCIATION OF SOCIETIES FOR ORGANIZING CHARITY

FRANCIS H. MCLEAN



THE SPRINGFIELD SURVEY
CHARITIES SECTION

DEPARTMENT OF SURVEYS AND EXHIBITS
RUSSELL SAGE FOUNDATION
NEW YORK CITY

December, 1915

Price 25 Cents

The Springfield Survey

A Study Made in the City of Springfield, Illinois, for the Purpose of
Improving Social and Living Conditions

Instituted by

The Springfield Survey Committee
and Conducted Under the Direction of the
Department of Surveys and Exhibits
Russell Sage Foundation

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SPRINGFIELD SURVEY EXHIBITION:

Findings and recommendations of the Survey were presented in an Exhibition in Springfield, under the direction of E. G. ROUTZAHN, Associate Director, Department of Surveys and Exhibits; MARY SWAIN ROUTZAHN, Exhibition Director; and WALTER STOREY, Director of Design and Construction.

THE CHARITIES OF SPRINGFIELD, ILLINOIS

A SURVEY UNDER THE DIRECTION OF THE AMERICAN
ASSOCIATION OF SOCIETIES FOR ORGANIZING CHARITY

FRANCIS H. McLEAN



THE SPRINGFIELD SURVEY
CHARITIES SECTION

DEPARTMENT OF SURVEYS AND EXHIBITS
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December, 1915

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INTRODUCTION

SPRINGFIELD AND THE CHARITIES SURVEY

Off hand, Springfield would seem to be a city of such economic good fortune as to keep family or individual distress and dependency at the very minimum. The city lies in a region of rich natural endowments. A bed of soft coal averaging over five feet in thickness underlies an extensive surrounding territory; and mining has been carried on in Sangamon County, of which Springfield is the county seat, for upwards of fifty years. In 1912 the county's output reached over 5,000,000 tons. And at the surface a stratum of soil of the fertile quality characteristic of other parts of the great Corn Belt is spread out over low hills and slopes that are well adapted to farming.

Springfield has the advantage also of good railroad facilities, six steam lines coming in from as many directions, and the city is a commercial center of importance. As state capital, employment in the government offices is afforded a considerable number of people. Another economic asset is found in industrial activities ranking near the average for cities of Springfield's size. Of something over 22,000 persons employed in gainful occupations in 1910, about 30 per cent were engaged in manufacturing and mechanical industries, including the building and garment trades.

The city has a high proportion of native-born residents, 81 per cent of its 52,000 inhabitants in 1910 being American-born whites. Native-born Negroes made up 6 per cent more. It is a city of single family houses, the multiple dwelling having appeared only in a few parts of town; and the per capita wealth among cities of similar size is comparatively high.

Notwithstanding these bases and indications of general well-being, many of the unwholesome living conditions of the congested and poorer neighborhoods of large cities, and all their

THE SPRINGFIELD SURVEY

unfavorable results, find duplication here. This was known to the group of Springfield citizens who invited the survey and gave their backing to it. Their conviction that something needed to be done was thoroughly borne out by facts brought to light as the survey progressed, among other things being the discovery that 1,764 Springfield families in 1913 received some kind of charitable service from public or private organizations. It is believed that such conditions in a city like Springfield are unnecessary, and that they are or will very soon become quite inexcusable.

The ends aimed at in the Charities Survey were four:

1. To discover as definitely as possible the size and character of the charity problem of the city, and determine what portions of the field of charitable work are being covered and what, because not covered, show need of community action.

2. To suggest, in order to fill these gaps, both new methods of work and new work for individual charitable organizations.

3. To suggest a possible new division of work among the organizations, public and private, and their better co-operation, in so far as such suggestions seem to be indicated by their present procedure.

4. To indicate such lines of action by organizations and the community as aim at the removal, or improvement, at least, of the conditions which disorganize family life.

Along with and back of these specific purposes was also the general purpose of revealing any lack there might be in the community's appreciation of what human life has to contend with in Springfield. This is more easily overlooked by busy men and women who have found their own right place in the world than any other one thing.

METHOD IN GENERAL

To reach these ends it was thought best to split the general problem of dependency and the consequent need of charitable effort into four main parts. These do not correspond to the four aims of the survey indicated above. Instead, the plan of the Charities Survey provided for keeping in mind its four general

CHARITIES OF SPRINGFIELD

ends in each of the four divisions of the study. These divisions are as follows:

First, children in Springfield institutions; second, the care of the indigent sick; third, disabilities which lead to the disorganization of family life; and fourth, the philanthropic and social agencies dealing with families. In addition the survey gave some attention to the general problem of financing the local charity work.

In general terms, its method of investigation comprised personal visits to and examination of Springfield charitable institutions and organizations while in operation, a study of the general records of these institutions, a compilation and analysis of the case records of some 36 of the 47 local charitable agencies, a more detailed study of a few illustrative cases of dependency, and consideration of certain general conditions in the city which were related to its charity situation. The methods are described in more detail as the findings are presented.

The field work of the survey was done during April and May, 1914. The year 1913 was used for the studies involving the use of records for a considerable period.

SURVEY STAFF

The staff consisted of Francis H. McLean, general secretary of the American Association of Societies for Organizing Charity; Miss Florence L. Lattimore, associate director of the Department of Child Helping, Russell Sage Foundation; Miss Caroline Bedford, assistant to the director of the Charity Organization Department, Russell Sage Foundation. Miss Margaret Bergen, associate secretary of the American Association of Societies for Organizing Charity, also contributed a few days' service.

Miss Lattimore's contribution was the survey of the four children's institutions in Springfield, and her findings are presented in Part One of this volume.

ACKNOWLEDGMENT

In addition the Charities Survey received most valuable aid through the copying of records and other clerical assistance from the many Springfield volunteer workers whose names

THE SPRINGFIELD SURVEY

appear in the lists on the back cover of this report. It is only by reason of their helpful services that the general registration of families known to social agencies in 1913 was made possible. Nor does this comprise the full extent of their contributions.

The survey is also specially indebted to the members of the sub-committee on charities of the general survey committee, as well as to the chairman of the general committee and the chairman of the sub-committee on volunteer workers, for advice and assistance during all stages of the inquiry.

PART ONE
THE CHILDREN IN SPRINGFIELD
INSTITUTIONS

BY FLORENCE L. LATTIMORE

THE INSTITUTIONAL CHILD-HELPING SITUATION

The dependent children of Springfield are for the most part products of ill-adjusted community life. They are indices to local conditions, which have served in the past and are now serving to weaken and break up homes—particularly homes of wage-earners and people of small means; they point straight to conditions which unless changed will continue to take their toll in families and children reduced to unfortunate and abnormal dependency. We say “dependent” children because unlike delinquents they have been thrown on charity by difficulties which are primarily due, not to personal handicaps, but to situations in which their parents have in some way or other become involved.

Back of the first dependent children for whom Springfield made organized provision was the Civil War. They came straggling over from Arkansas in '63, hungry, ragged and tired, led by a few women refugees. To meet their needs the Home for the Friendless sprang into being and has continued ever since as the chief child-caring agency of the city for boys and girls from babyhood up to fourteen years or more.

Three other institutional agencies followed it. In 1881 came the Orphanage of the Holy Child, an Episcopal institution receiving needy girls between the ages of three and nine, keeping them until they become eighteen. In 1898 a colored woman with a missionary spirit started the Lincoln Colored Home, which takes Negro boys and girls from two to six years and discharges them according to opportunity. The next provision was the Springfield Redemption Home, organized in 1911 by two mission workers. It takes dependent children and erring girls, keeping them as long as they need the institution.

Practically all the dependent children from Sangamon County and Springfield are cared for by these four agencies, although other dependents are found in the detention home, operated by

the juvenile court, and unfortunately a few are held temporarily in the county jail annex.* Occasionally, also, a dependent child is handled by the Humane Society and placed by it in a foster home. Some work for Catholic children is done by the priests who place them in families without official reporting or send them to the Roman Catholic Orphanage at Alton. In 1913 six dependent Catholic children were sent from Springfield to this Alton institution. However, all efforts except those made by the institutions mentioned are scattering and the facts regarding them are not available for study.

Each of the institutions is chartered for placing children out in families, and all of them make use of foster homes with the exception of the Orphanage of the Holy Child.

To this nucleus of four institutional agencies we must look for information concerning the dependent children as well as to find out the present methods of work. That child dependency is a live issue in Springfield is shown by the fact that one out of approximately every 380 inhabitants is in one or other of these institutions. In 1913 there were 318 inmates and an average daily population of 140. Those in charge state that most of these children came from Springfield itself or from the district immediately about it.

Although these figures may not at first glance seem large, still as a matter of fact the institutional presence of 140 children a day was just as significant for 1913 as the group of war refugees was for 1863—perhaps more so. Like those in the original group, every one of these children was a refugee from some kind of danger which had struck at the foundations of his home, and a continuous study of these dangers with a campaign of prevention in view is as equally patriotic a duty as providing for the original refugees from war.

INFORMATION AND RECORDS INADEQUATE

But essential to such a continuous study and campaign aimed at a better understanding of conditions leading to dependency

* For full statement of the number of dependent children, and length of time held in the detention home and the county jail annex, see companion report, Potter, Zenas L.: *The Correctional System of Springfield, Illinois*, pp. 98-109. (The Springfield Survey.)

CHARITIES OF SPRINGFIELD

among children of Springfield, is provision for obtaining and recording adequately the pertinent facts of each child's case. The data from which lessons may be drawn in Springfield are not only not in print but the facts themselves are for the most part lacking. Two out of these four institutions publish reports which state their financial operations and the movement of population, together with miscellaneous items about special happenings during the year. The Department of Visitation of Children Placed in Family Homes of the State Board of Administration prints very valuable reports covering all the child-caring agencies in the state, with standardized tables on finances and on the movement of population classified by age and sex. It also gives classified comments on the condition and administration of the institution plants, but none of this material reveals anything concerning the problems of child dependency or the way these institutions function in relation to them.

The cost of operating these institutions and their movements of population are tabulated in Appendices A and B, pages 167-8, of this volume. The financial statement shows that expenditures for one year (1913) were nearly \$15,000 (\$14,721). Although at first glance this figure does not seem high, the size of the city must constantly be borne in mind to avoid a false first impression. If the yearly expense were distributed among the population, every man, woman, and child would be paying more than 26 cents apiece towards it; and this must not be taken to mean that the institutions are managed extravagantly. A study of their expenditures shows that they are carried on not only with extreme care and economy, but that they spend much too little to make possible the highest standards of work. The per capita current expenses for the year ranged from \$90 to \$110. The per capita expenses of standard children's institutions elsewhere range from \$150 to \$200 and over.

The movement of population shows that there was a wholesome outgo of children; that many of them were given but brief institutional care and were then discharged. Most of those transferred to other organizations were returned to the juvenile court which had committed them to the institutions in the first place. More were returned to parents or relatives than were placed out

in foster homes, and but 12 died. All of these deaths were in the Springfield Redemption Home, which always has a large proportion of babies among its inmates.

Back of these suggestive facts we may not go. There are practically no records which will tell us why the children were dependent, what manner of children they were, how they developed under the care of the institution, or what became of them after they were discharged.



HOME FOR THE FRIENDLESS, SPRINGFIELD

The institution deals only with children—dependents and high-grade defectives. It receives children for institutional care, placing out, or boarding at the expense of guardians. At the time of the survey there were 90 children in the home

Some very good forms of record cards have been adopted by all of the four institutions,* but the information called for has been but meagerly filled in. The entries are so fragmentary and unsystematic as to be useless. Important information about one case is frequently scattered among five or six different persons, no one of whom knows all the facts in possession of the others.

Not only is this true for children coming directly to the insti-

* The forms of record cards are those recommended by the county board of visitors of Cook County, Illinois, in 1912.

tutions, but for some of the children placed under the permanent guardianship of these agencies by the juvenile court the institutions have no information at all, although investigations have been made by the probation officers. Sometimes an institution receives a child without any knowledge of his antecedents; and without finding out his history or the changes that may have taken place in his own family during the period while the child was in the institution, the managers proceed to place him out in a foster home.

In consequence one is not only prevented from studying the social forces which play upon these children but is unable to make any comparison of the work done by the different institutions. The records do not reveal how many of them were orphaned, half-orphaned, or had both parents living. It took the secretary of the Home for the Friendless ten hours of hard "digging" to discover from the records for 1913 the civil condition of the children. Yet the results of this search showed up a most significant situation. Out of 173 children cared for in 1913, 65, or 38 per cent, had both parents living. The secretary stated that the home investigations made by the managers were not always pushed to the proof of the civil condition; but the records indicate that 47, or 27 per cent, had fathers living; 44, or 25 per cent, had mothers living; and only 16, or 9 per cent, were whole orphans. Of one child nothing was known.

It is certainly ground for inquiry that 65 out of 173 children who had both parents living were cared for in the institution. It would be useful among other things to know how far the problems back of these children were bound up with industrial or other economic conditions, but the failure to record the wages and occupations of the parents conceals such facts. That a number of the children were boarded at the institution means nothing in itself, since investigations elsewhere have shown that parents living below the poverty line often pay for their children. The first step obviously is a greater emphasis upon gathering adequate information on each child's case, recording it, and using the record in the important program of prevention of future child dependency.

II

FUNCTIONS OF THE INSTITUTIONS

Although the chief function of children's institutions is the physical care of their wards, yet it should never be forgotten that the institutions have other obligations which are more or less bound up with this chief responsibility. They should after searching inquiry limit their work strictly to those who cannot be better cared for in their own homes or in foster homes; to provide those who do need the institution with the specific care which the condition of the individual child calls for; and to see that institutional care is not given beyond the time when the child actually requires it, but that normal developmental life is provided, under supervision, at the earliest possible moment. Even when the children go back to their own homes it is the duty of the institutions to make sure that all is well with them and that future dependency is prevented.

ADMISSION AND DISCHARGE

Important in the work of the institutions toward the placing of children again in good family surroundings are the matters of admission and discharge. Each institution has certain rules of its own in these regards. Briefly stated, the Lincoln Colored Home takes any colored child in need whether dependent, delinquent, or defective, provided he is old enough not to require special attendance. Often the jailer sends word about colored children who have been arrested and the superintendent takes them to the institution. No board money is received for these children but the county pays the institution a lump sum for work done.

While in the home those who are old enough are sent to the Lincoln School. The superintendent discharges these children as soon as possible by returning them to their homes, by placing

them out in foster homes in Springfield, or by their going to work. As an emergency station this institution does a much needed work and the story of many a colored waif lays bare the crying and neglected social needs of the colored citizens.

The Orphanage of the Holy Child receives only normal dependent girls who are presumably whole orphans. It requires full surrender of them by relatives and keeps the girls until they are of age.* This means that the institution stands ready to give from nine to fifteen years of institutional care to each of these children. Children of divorced parents are never admitted. All children are taken free and whatever is paid in by relatives is regarded as a contribution to the work and not as board money. This is the only one of the four institutions which does not receive public funds. The children go to the public school.

The Springfield Home for the Friendless gives temporary care to dependents and sometimes takes high-grade defectives from the court. Relinquishment by the parents is not required, although if the investigation shows that the parents are unfit, a legal guardianship is secured. Children are often boarded in this institution by relatives or friends for \$1.00 a week or \$5.00 a month, or by the county at 25 cents per day. They are sent out to the Stuart School while living in the institution, but it is the policy of the managers to discharge them as soon as possible by returning them to their own homes or by placing them out; and great care is taken to avoid keeping children in the institution if other arrangements can be made.

The Springfield Redemption Home takes only rescue cases and such dependent children who will not be received anywhere else. They come voluntarily or through the courts. A charge of \$50 is made for each maternity case and if the girl has not this amount she may stay in the institution and work it out. This sum hardly meets the cost of maintenance, but it has been found wise to impose it in order to keep the girls with their babies for a long enough time to establish a sense of responsibility. Many girls are discharged through marriages arranged by the superintendent and as domestics in private families where they go to work with their babies.

* Girls reach their majority in Illinois at the age of eighteen years.

Although the rules covering admission and discharge are different in each institution, the same principles of investigation and treatment apply to them all. Every application for institutional care of a child necessarily involves important policies not only with regard to the child in question but also with regard to his entire family. The institution must see that even those children who are not found to be eligible to it and are rejected are provided for by some other means.

In Springfield decisions as to which children shall be admitted to the institutions are generally made in one of two ways. In the Home for the Friendless a verbal report is given to the executive committee by two managers appointed to visit the applicant's home. After a discussion of the case the question is decided by vote. Rejected cases are often directed elsewhere.

In the three other institutions the decision is made by the chief executive, who is responsible also for the investigation. There is no special system about referring rejected families. If the child is found to be "an institution case" under the rules arrangements are made for admission.

Sometimes when poverty seems to play an important part in the application the Associated Charities is asked to make the investigation and to advise the institution as to what course it should pursue. Occasionally cases that are found to be legally involved are referred to the State Department of Visitation, which handles them merely because no local organization is prepared to prosecute.

For some cases a great deal of vital information is gathered by the institution authorities and again one will find a child received on the face value of a story told at the institution by the applicant. Obviously this work is very uneven and must inevitably lead to irregular social results.

DEPENDENTS IN THE DETENTION HOME

One other institution needs to be noted in this connection. Although established for detention of delinquent children, the Springfield Detention Home has been used much more as a place to hold children who are merely in need of shelter. From June, 1912, when the detention home was established, up to April,

1914, the time of this investigation, 50 children had been detained, and 42 of these were classed as dependents. Twenty-two were boys and 20 were girls, the ages ranging from three months to seventeen years. These children were held pending disposition by the court; and although the law provides that children may be committed to the home only "temporarily," Mr. Potter* found in his study of the home that between June, 1912, and April, 1914, 11 dependent children—seven boys and four girls—had been held more than 50 days each. In fact, five of these boys were each held 100 days—in this home where delinquent children were also being confined.

This method of caring for children awaiting disposition by the court is to be thoroughly condemned. Dependent and delinquent children should not be housed in the same institution, particularly when it is impossible, as has been the case in the detention home, to take care of them separately.

Under present circumstances the best solution would seem to be to make arrangements for holding these children temporarily in the Home for the Friendless while awaiting the action of the juvenile court. To do this it would be necessary that the home provide special isolation rooms in which children—particularly those to be taken in on short notice—could be kept until they have had thorough physical examinations before admission to the regular group. In this way the rule of the home requiring physical examination before admission would not be infringed upon, nor the health of children in the home put in danger. This service would be quite within the regular functions of the home, and would relieve the present unfortunate situation in which delinquent and dependent children are held without classification in the same detention place, and the still more serious practice of detaining poor children in the county jail annex.

FINDING HOMES FOR CHILDREN

The placing-out method has always been strongly approved in Springfield, and it would be used far more than it now is if there

* For detailed statement of period of detention of dependent children in the detention home, together with a description of the home, see Potter, *op. cit.*, pp. 103-197.

THE SPRINGFIELD SURVEY

were a specialized local agency to develop it. All of the institutions except the Home for the Friendless lack facilities for placing-out work and yet, although the Illinois Children's Home and Aid Society* would gladly do this for them, the institutions prefer to place out their children themselves.

Of great present value and of far greater potential value is the protection given to placed-out children by the State Department of Visitation which was organized to correct abuses reported in



SPRINGFIELD REDEMPTION HOME

An institution for rescue cases and such dependent children as will not be received anywhere else. The number being cared for at the time of the survey was 39, about half being made up of erring girls, and the other half of babies and young children

foster homes. The state agent says he sends trained workers to foster homes reported to the department at least once a year and sometimes oftener. Copies of the visitors' reports are sent to the agencies responsible for the placement, and if conditions are not approved by the Department of Visitation the child's re-

* In May, 1914, the Illinois Children's Home and Aid Society had but seven children under supervision in Sangamon County and only one of these had been placed there in 1913. Within the past five years only one child had been placed in this county by any of the eight agencies from outside the state which are authorized to place out children in Illinois.

removal may be demanded. Should the situation warrant it the state agent is authorized to remove the child immediately from a foster home and charge the expense of the removal to the institution. This, however, practically never happens and the state agent reports that the institutions are using greater care each year.

Strangely enough the children returned to parents and relatives do not share the protection given to children who are placed in foster homes. Over them the State Department of Visitation has no power. Neither do the institutions usually consider it their obligation or their right to re-investigate the families even at the time when discharge is being considered or to supervise a child after he has returned to his own home. But the scope of an institution's service is larger than just feeding and housing a child while he is in the institution. It lies also in his establishment in wholesome family life whether the family is his own or that of a foster parent, and in this kind of work the Springfield institutions have considerable progress to make.

VALUE OF ORGANIZED EFFORT

To indicate in actual community results somewhat of the possibilities and limitations of the present provision for these children, and to show that personal service, indispensable though it is, must be expressed by organized effort as well as by skilled individual work, a few case histories are here summarized. They were gathered by the writer with the co-operation of the Home for the Friendless.

The first case shows how patient and tactful work on the part of a manager, and co-operation with a medical specialist, averted a tragedy and held a home together.

I. The family was not known to the Associated Charities.

Upon investigating the home after application had been made for the child's care, the managers of the institution found a mother on the verge of insanity and unable to keep house for her hardworking husband. The institution took the child as a boarder in order to preserve the parents' self-respect. It encouraged the mother to stay with relatives and rest while under treatment from an alienist. When able to resume her family responsibilities the husband took her to a little new house he had built. The family

was reunited. There the writer found them; the children strong and rosy, the mother gratified at living "in the finest house on the block." However, she was not yet entirely well and still needed and received the continued interest of the institution and the physician.

The second case shows how insufficient investigation and follow-up work resulted in a possible loss of all permanent value from the institution's work.

II. The family was not known to the Associated Charities.

A young mother put her children in the institution because her husband's leg had been injured when a train jumped the track at a crossing, and she had to work while he was in the hospital. When the hospital sent him home the mother gave up her position and took the children back. When the writer visited the home she found matters at a crisis. The father could find no opening in his former line of work as teamster and had discovered that the accident had limited the number of other kinds of work he could do. In despair he had just gone to a disreputable lawyer in an effort to collect damages from the railroad. The lawyer said it was so long since the accident had occurred that he doubted whether he could get any witnesses.

With five attorneys on its staff the institution from which the children were returned had not thought of this aspect of the case as part of its social responsibility and it had not seen to it that the family fortunes were re-established upon a sound basis before sending the children home.

The third case shows a complex situation in which a whole set of community problems undiscovered by the institution had been lessening the chances of family rehabilitation while the institution cared for the children. Moreover the problems were those with which many other families were struggling, and broad community treatment was needed as well as immediate personal help for this particular mother.

III. The family was not known to the Associated Charities.

Mrs. A. put her four-year-old girl and six-weeks-old baby to board in the institution at \$10 a month. Her given reason was that she had been divorced from her husband and had to go to work. The institution felt that it was helping her in the best possible way and the mother was delighted at the treatment which the children were receiving. It seems, however, that the husband was under court orders to pay her \$10 a month alimony but in

this he had lapsed. Twice he had been arrested for contempt of court, yet no money had been forthcoming. Although the mother had undergone a serious surgical operation three weeks before putting the children in the institution, she took a position as dish-washer in a restaurant. Here she worked for twelve hours a day standing, and lifting trays of dishes weighing from 50 to 75 pounds. The room was hot and she often thought that she would faint from the heat and strain. Later she was transferred to potato peeling, at \$5.00 a week and meals, working from 6:30 a. m. until 8 p. m. seven days a week, with one hour off for each meal and free time from two to five; but this she seldom took because she felt that she was slow. Here the visitor found her. Financially she was not getting ahead because she paid \$10 a month to the institution and required the balance for clothes for herself and the children. She lived with her mother rent free.

Considering that the need for the institution's care was in reality due to a defect in the court proceedings, against which a strong protest should have been entered, and that the institution was permitting this good mother to work under conditions which were dangerous to health in order to earn money to pay the children's board, it was hardly discharging its social obligation.

The fourth case shows a still more complex situation in which the institution tossed back into the community a source of contamination which it would not itself treat.

IV. The family was not known to the Associated Charities.

A certain mother put her one-year-old baby to board in the institution at \$5.00 a month because, so the record ran, she "had been deserted by the father" and had no one to care for the child. Although the examining physician at the institution had thought the child all right, it was found to be diseased and was returned the day after its admission with the recommendation that it be sent to a hospital. Nothing more was known of this case at the institution.

The writer's inquiry revealed the fact that this mother was a young woman who had married a much older man living in a nearby town. They did not get on well and the wife took the baby and left for Springfield, where she hoped to get work. But nobody wanted a baby around and the young mother put the child in the institution at the rate of \$1.00 a week. The next day she obtained work in a shoe factory at \$5.00 a week. When she reached home that night she found that the baby had been returned by the institution because it was distressingly ill with syphilis. She appealed to the city doctor who prescribed for the baby, but it could not be received at a hos-

pital. She tried to care for it and do her work at the same time, but this was impossible. She gave up her position at the factory and appealed to the Redemption Home, which finally took her in because the baby was badly undernourished and the mother could not nurse it and work at the same time. After an inquiry into the situation, the manager brought about a reconciliation between the husband and wife and according to latest reports all was going well, although the baby was still in a critical condition.

This case fairly bristles with opportunities for both individual and community service. The critical situation in the young woman's home, her need of advice and direction with regard to her course, the institution's acceptance of the child without definite information about the needs and possibilities of the family or a thorough physical examination of the baby, the fact that the baby was being breast fed at the time of application, that the mother was obliged to wean it in order to go to work, her acceptance of less than a living wage, the fact that there was no place in Springfield where a syphilitic baby could receive hospital treatment; all of these combated her grit and perseverance in trying to keep her child.

These cases indicate that the institutions offer at best but a partial and often haphazard treatment for the troubles which lead to application for their care of children; they show opportunities not yet grasped—the more urgent because often exclusively theirs—which could be worked out through organized co-operation and a definite community program of child welfare.

DEPENDENT CHILDREN OUTSIDE THE INSTITUTIONS

But a child welfare program should not limit itself to those children who have come to the attention of the institutions. Equal protection should be extended to others. For instance, there is conspicuous social leakage in the work of the county courts in all parts of the state which allow children to be given out for adoption without special investigation of the motives or character of those who give and those who take.

In 1913 ten children were given out for adoption by the county court of Sangamon County. The age, sex, and reason for adoption as stated by the court records are as follows:

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Boy aged one year; mother dead and father living.

Girl aged one year; parents unknown. ·Guardian consents.

Boy aged two years; mother living. (Father not mentioned in court record.)

Boy aged three years; mother unable to support child. Father dead.

Girl aged three years (known to the Home for the Friendless).

Girl aged five years; mother dead, father living.

Boy aged five years; father dead. Child adopted by aunt and uncle because "mother unable to support and educate it."

Girl aged seven years; father dead, mother living.

Girl aged twelve years; parents divorced. Mother abandoned the child.

Boy aged three years; mother remarried and child was adopted by his stepfather.

What about the mothers who were "unable to support" their children? What about these other parents and the probable brothers and sisters of the children given out for adoption?

That more investigation is needed than the testimony given by interested persons at the time of the hearing is shown by the following situation recently discovered by mere accident. A very young baby was given for adoption in this court to a woman who belonged to a notoriously immoral family. The woman herself was in an advanced stage of tuberculosis and under treatment at the tuberculosis dispensary at the time the baby was given her by adoption.

The regulation of maternity homes and the accurate registration of births are also matters to be included in a child welfare program.*

The obvious conclusion to be drawn in this connection is that the work of the Springfield institutions, except in the Redemption Home, is chiefly custodial until some turn in affairs or some applicant from a would-be foster home leads to a child's discharge. As is shown in the table of Movement of Population (Appendix B, page 168), the children were discharged to parents or relatives, to foster homes for free care, to work for wages, or were transferred to other organizations.†

* For a discussion of the birth registration and the midwife situation in Springfield, see companion report, Schneider, Franz, Jr.: Public Health in Springfield, Illinois, pp. 14-23. (The Springfield Survey.)

† As the State Department of Visitation uses the term, "placing-out" work does not include children placed or replaced with parents or other relatives except in special instances.

III

THE INSTITUTIONS AS EDUCATIONAL FORCES

THE INSTITUTION STAFFS

Once admitted to the institution, what preparation and equipment are found by these miscellaneous groups who are nearly always somewhat below par in health and very much below par in education and general training? The actual work of bringing these wards up to standard is chiefly in the hands of the institution workers. As is obvious, much skill and much social knowledge are needed by those who are expected to do this work. Yet none of the chief executives of the Springfield institutions has had such training as will enable her to handle to best advantage the difficult tasks encountered. None of them has had a chance to qualify for the social aspects of their duties; neither are they adequate in numbers or adequately paid.*

The Lincoln Colored Home has a colored superintendent who receives her living and incidental expenses, but no salary; and a practical cook who is on small wages. At the Orphanage of the Holy Child the only employe is the superintendent, whose salary is nominal. The Springfield Home for the Friendless, which has the most complex administrative problem of all, has a superintendent whose salary is entirely inadequate for such a position, three "nurses" who are in reality mere housemaids, a seamstress, a mender, a cook, a laundress, and a man for general work. One of the employes has charge of about 50 boys, one has 20 older girls, and another cares for 20 little children under five years of age. As has been said, the question of admission and discharge is attended to by a committee of the managers who employ a placing-out agent occasionally to investigate and supervise the country homes. They do the city work themselves.

* As this report goes to press the Home for the Friendless is taking definite steps to develop its placing-out work under competent supervision.

At the Rescue Home the staff consists of the manager, who is the founder, an assistant, a matron, a kindergartner, and a non-resident man superintendent, the husband of the manager. No one of these workers is regularly salaried. Those living at the home receive maintenance and "pin money." The work in this home, combining as it does maternity and nursery work, calls for a highly trained staff which the finances of the institution at the time of the survey had not yet enabled it to procure.

But regardless of the qualifications of these workers we find that the highest standards of child protection and care are made quite impossible, in some respects, by certain crippling defects in the buildings themselves. Two of the institution plants—the Lincoln Colored Home and the Orphanage of the Holy Child—are new. The Home for the Friendless occupies an old building to which an annex and dining room wing have been added in recent years. In the old part we naturally find many architectural handicaps that have not been repeated in the new.

PROTECTION AGAINST FIRE

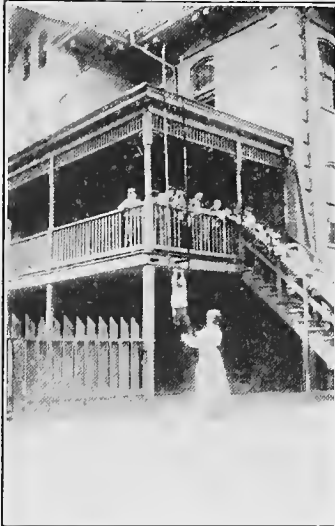
It is a startling fact that among these four institutions there is but one, the Orphanage of the Holy Child, in which there is not undue daily risk of loss of life by fire. Its protection lies in the excellent arrangement of front and rear stairways and its wide and accessible balconies on the dormitory floor. Although the risk of life is reduced to the minimum, there is no internal equipment to prevent property loss.

The danger in the Lincoln Colored Home is due not only to the arrangement of the stairway, but to the fact that the institution is overcrowded. If fire broke out at night it would be almost impossible to rescue three old ladies who at the time the home was visited slept in the room which is reached only from the boys' dormitory.

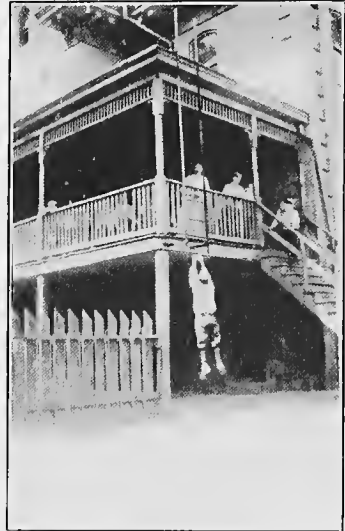
The menace of the two other institutions is still greater. The Home for the Friendless relies entirely upon exterior escapes. These are of good stair variety above the second floor, but from the second to the first floor there are vertical ladders which have rungs so far apart and stop so far short of the ground that the little children cannot safely use them. Even an adult

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would have to swing by both hands and drop. When such escapes as these are wet or covered with ice they are highly impracticable. The situation was made more serious by the fact that the screen in a window which would be the one exit for children sleeping on the top floor of one of the buildings when the inspection was made, was actually nailed in. Two scrubbing pails were the only fire-fighting apparatus the superintendent could suggest when asked what could be used to put out a possible



Showing the distance, in case of fire alarm, that small boys must drop from fire-escape to the ground



One of the largest boys in the institution—afraid to drop

FIRE HAZARDS, SPRINGFIELD HOME FOR THE FRIENDLESS
MAY, 1914

fire, and both of these had been taken to another part of the building by the cleaner.

This exposure of child life is in striking contrast to the constitutional provision for protection of the scantily kept records in fireproof safes and vaults. The managers had given attention to fire protection and had followed expert advice in buying the fire-escapes, but the situation was still a dangerous one.

The fire dangers at the Redemption Home are due to the overcrowding of the house to such an extent that an attic, reached by a narrow stairway, has been pressed into service as a dormitory. The danger has been pointed out by the fire officials and is recognized by the management, but as yet no means of remedying the situation have been discovered. The only way of making this top floor perfectly safe is to abandon it.

HEALTH PROTECTION

Such variations were found not only in fire protection but in protecting the children from disease. As we have said, all the institutions except the Redemption Home insist that the children be in good general health at entrance. All have medical service at their command. All state that acute illnesses are rare. The institution managers have shown an unusual interest in the physical condition of the children and active measures are taken to secure treatment when the need is pointed out. Yet, in spite of this concern, the health conditions are by no means what they should be. The certificates of the examining physicians are in reality mere passports for a child's entrance and are not regarded as serious records of his physical condition or needs; and once in the institution the child is not re-examined unless he shows special signs of illness. There are no routine examinations to find out how the child is developing or to catch physical defects in the incipient stages. Although a great deal of medical service is rendered, much more is needed. There is obvious need of more dental work. Out of 20 institution children inspected by the writer, 19 had carious teeth which were receiving no treatment.

In the light of the experience of other institutions there should be routine mental and physical examinations of all these children and comparable records of conditions found. Without these it is impossible to adapt institution life to the needs of the little inmates, and to make it the true means to a social end. Mental and physical examinations following first class home investigations should precede whatever training or educational work may be carried on. The body and mind must be built up and made ready for the part the child is to take in the world. The training needed is for normal life happily and usefully lived.

A very great difference is found between the standards of personal hygiene, which have so much to do with maintaining the health of well children and with bringing back to normal conditions children who are not positively well. The standards swing from the excellent equipment and careful training at the Orphanage of the Holy Child, where each girl has a bed to herself and such other facilities and drill as are found in a well-ordered family home, to the Redemption Home where adverse conditions of plant and overcrowding checkmate even the most determined administrative efforts made to achieve high standards; to the Lincoln Colored Home, where modern equipment is rendered inadequate and proper standards are impossible because of its overcrowding with boys and girls of such wide range in age; and to the Home for the Friendless, where defects of plant and of administration combine in creating a generally unsatisfactory situation.

Likewise in the question of diet and the service of food which are such important elements in health, far extremes of standards are discovered. In every detail of the daily life we find similar variations. It must be remembered that all these points are matters of educational importance as well as of health for the wards who are all in especial need of influences which are educative at every point. Their training for hygiene in home life is of the greatest moment when one considers the limitations and menaces of their futures.

EDUCATIONAL WORK

That many of them need special help in school work is clear. Although some of the children are known to be mentally defective, it is equally certain that there are other merely backward children who have lacked opportunities for ordinary progress. There is provision on the institutional record blanks for noting "apparent mentality; average, backward, feeble-minded, idiotic," but this is rarely filled out, and when it is the information throws no light whatever upon the situation because it does not represent scientific findings. A study of the school records of children in the Home for the Friendless for the year 1913 to 1914 shows that more than one-half of the 50 children sent to the Stuart School were to be classed as retarded, as against less than one-quarter

of the general school population. Dr. Treadway examined the children in the home in April, 1914, and found one child mentally defective and another belonging to that group generally described as "psychopathic children."* Such facts as these it is of utmost importance for child-caring agencies to know in making plans for their wards.†

In no respect have these institutions made educational forces of themselves. Domestic science, manual work, and the crafts have not been introduced. And the daily work of the households themselves cannot be utilized for true industrial training. Although the Home for the Friendless has a yard the size of a city block with truck garden and chicken runs, these have not been turned to account in the education of the children. The other institutions have such small yard space that opportunities for garden work are seriously limited, but if there were trained direction and leadership much intensive work might be done even with these.

RECREATION NEEDS

The same lack of development is found in recreational facilities. There are indoor play rooms in all the institutions except the Redemption Home, which has only a nursery, but these are scantily equipped and undirected. The play rooms of the Lincoln Colored Home and the Orphanage of the Holy Child, as well as the boys' play room in the Home for the Friendless, are dreary places in rather dark basements. The girls in the Home for the Friendless have upstairs play rooms.

This last institution has equipped part of its yard with swings and turning poles which are chiefly used by the little children and the older boys because the older girls are so occupied with an endless round of household drudgeries that they have little

* See companion report, Treadway, Walter L., M.D.: Care of Mental Defectives, the Insane, and Alcoholics in Springfield, Illinois, p. 11. (The Springfield Survey.)

† The proportion of children above normal age for the grades in which they are found is 50 per cent for the 54 institution children in the Stuart School, as compared with 24 per cent for the 6,199 children in the public elementary schools of Springfield. The 54 institution children in the Stuart School averaged 91 per cent of a year above normal age for the grades in which they were found, while the 6,199 children in the public elementary schools of Springfield averaged but 36 per cent of a year above normal age.

time for play outside of school hours. The school playground gives them some recreation during the school session.

The outdoor provision for play at the three other institutions is in the back yards, which are about the size of those of the average dwelling house. As one of the chief executives said, "The children themselves make such play as they have." Occasional picnics and other outside pleasures are provided to all the institution children but these cannot give the character and health results which would come from properly organized play facilities at the institutions. And nothing will provide proper solution for the many disciplinary problems like a healthy play spirit.

To sum up, then, an analysis shows that the care given is chiefly a matter of material relief rather than special work in child nurture.

IV

THE NEXT STEPS FORWARD

While the foregoing facts indicate weaknesses at certain points in the children's institutions, there nevertheless are a number of important facts which make the outlook for broad development of child welfare work in Springfield one of exceptional promise. First of all is the vigorous desire of the managers of the institutions to frame up a plan for the widest social use of their agencies and then to see to it, by hard personal service, that such a plan is carried out even though it may mean changes in their long established methods. These managers are singularly free to adapt their work to changed conditions because, fortunately, they are not limited to any restrictive terms in bequests.

Another hopeful feature is that the child-caring problems of Springfield, unlike those faced by Chicago, for instance, are at present of manageable proportions, and the whole county of Sangamon can be included without overburdening a child welfare program and rendering it unwieldy in operation.

The fact that Springfield is the state capital and headquarters for the State Department of Visitation* is of great but as yet unrecognized value for forward work. Since 1905 this department has had power of inspection over all children's institutions which receive public funds and has also visited private institutions upon request. In addition, it visits children who are reported to it as placed out in foster homes within the state and has a remarkable opportunity for creating public opinion in favor of high standards for such work.

RECOMMENDATIONS

Knowledge of the facts involved is essential for success at every step of the way in a child welfare program for any com-

* For full powers of this department, see Hurd's Revised Statutes, p. 176, Chap. 23, Charities.

munity. And determination of the facts should be by persons especially trained for such work, equipped also with up-to-date experience and resource. It goes without saying that discriminating record keeping is absolutely necessary for results.

If records were at hand to point out dangers and plague spots in our communities, child welfare programs could be drafted with greater detail than is possible at the stage to which most of the American child-caring agencies have developed. Certain principles and tendencies may, however, be relied upon for guidance in drawing up an initial scheme of work.

The remarkable trend, backed by the most experienced specialists in social movements, towards expansion of child-caring work under public control or supervision, with state or county as administrative units, must be taken into account. Consciousness of state citizenship and of county citizenship is being felt more and more even by dwellers in cities. The rural districts for obvious reasons have always had more or less of this consciousness.

In planning the Springfield program it is far better, then, to work from even a somewhat idealistic state program, through the ideal functions of county and city to the group of existing child-caring agencies, than to start by focusing attention exclusively on the possible development of any one of these agencies merely on a basis of its financial and other resources.

We are at last realizing that the development of the state, the county, and the individual communities must go hand in hand, each with recognition of the close relation of its work to the work of the others. The policy of Illinois should be for the equal benefit of the counties and the policies of the counties should be beneficial to the state.

ESSENTIALS IN A CHILD WELFARE PROGRAM

It is essential that every community should have access to:

1. A properly run juvenile court with efficient probation service.
2. Provision for the temporary care of children awaiting the action of the court. Such provision may be given either in a detention home for dependent and neglected children, in one of the existing orphanages, or preferably by boarding them out with

selected private families under careful supervision of a children's aid society, as in Boston.

3. A well-organized child-caring society which shall handle:
 - a. Case studies.
 - b. Protective work.
 - c. Temporary aid for children whose parents are in temporary distress.
 - d. Placing-out work with efficient supervision of children in private families.
4. A receiving home for the temporary care of children awaiting placement.
5. Hospital provision for sick children.
6. Special provision for orthopedic cases by connection with a state orthopedic hospital or with a private institution with skilled orthopedic service.
7. Provision for the deaf and blind in state schools especially for this purpose.
8. Provision for training backward children in one or more public schools.
9. Provision, in state institutions, for delinquents for whom the probation system is not suitable.

Among the above, the state of Illinois has already made provision for the blind, deaf, feeble-minded, and delinquents, although some of this provision is inadequate for the numbers of children needing it. It does not touch the needs of other classes of children than those just mentioned. The care of the sick, crippled, dependent, and neglected children is left entirely to private persons and private organizations, except when dependents are cared for by the juvenile court in the detention home.

Some of the juvenile court children are, however, boarded with the private institutions. If there were a thorough classification of the children in these asylums many would be found who would be designated as preventive cases, medical cases, cases of mental deficiency, orthopedic cases, and so forth, which the Springfield institutions for children have not equipped themselves to treat.

If, following a thorough classification of these children, a redistribution were made on a basis of actual child need, it would be discovered that much further development should be made by

the state as an administrative unit. Very properly there should be state protective work for neglected children, state placing-out work, and state care in reception homes.

The present Department of Visitation of Children Placed in Family Homes of the State Board of Administration embodies a valuable ideal in its supervisory powers over the state assisted agencies for children as well as over such private agencies as request its help, and its inspection of all foster homes in which children are placed by these agencies. It is bound to play an increasingly important part in future child welfare movements. Not only is its power very limited at present, but its appropriation has never been anywhere near large enough to permit it to do thoroughly the work of inspection which constitutes the major part of its present activities. It should have a complete roster of all the children cared for by children's agencies as well as greater scope in supervising them. But it will be necessary for some time to come for private agencies to initiate and to carry on the work of demonstrating and standardizing the methods in child-care. Such agencies should always keep in mind, however, the ideal function of the state for state wards of all classes, and so serve their various communities as to bring that ideal within reach.

A COUNTY CHILD WELFARE ORGANIZATION NEEDED

For some years the fact that the county is an exceedingly advantageous administrative unit has been shown in a number of states both east and west of Illinois. But in Illinois the county as a child welfare unit has been for the most part overlooked. Cook County, because of the intense activity of social workers in Chicago, has had more development than the others. Sangamon County, in which Springfield is located, has scarcely been touched outside of the city limits. The present Springfield agencies should take the Sangamon County into their activities and develop themselves on a county-wide scope. Rural work must be attended to. Nowhere is there greater need of vigilance to prevent neglect of children than in the unobtrusive districts beyond the city limits.

Springfield should naturally and properly be the headquarters

CHARITIES OF SPRINGFIELD

for Sangamon County. Springfield should list the fundamental social needs of the Sangamon County children and see to it that they are met by the most effective methods. The existing nucleus of institutional agencies is but fragmentary, only a part of the circle which should protect each child. Springfield is now in such a position that it is practically compelled to consider each child an institutional case whether it needs to be or not. Strong alternative treatments should be pushed.

A well-rounded county-wide organization for child welfare which shall stand firmly for comprehensive and sympathetic case work and for remedial measures in community betterment is urgently needed.* This agency should be strongly organized for child protection so that it can care intelligently for that mass of children who are on the road to dependency or delinquency or who already clog the machinery of the juvenile court and prevent it from devoting its efforts to children who are on probation.

Such an organization should be prepared not only to do constructive work in its county but to make a thorough social, medical, and mental diagnosis of each application, and it should stand ready to supply treatment either through provision of its own or by co-operation with the resources of other existing agencies. It should initiate an up-to-date placing-out work with a department for mothers with babies—both white and colored—and a strong protective department prepared to prosecute whenever necessary. The combination of these branches of work in one agency is a somewhat recent development in the child-caring field, but it is a very wise and helpful development and one for which Springfield is peculiarly ready in that individual agencies for placing-out work and for protective work practically do not now exist.

It is said by those in the work that it is impossible to find

* Several months prior to the publication of this report these recommendations were submitted, upon request, to a group of Springfield people interested in child welfare and ready to initiate improvements in local work. As the report goes to press, a committee is being organized to take up a program of work along the lines here outlined, with a full-time executive secretary in charge. The committee was appointed by the board of managers of the Home for the Friendless, and the secretary is Miss Mildred A. Coffman, former superintendent of the Springfield Associated Charities.

enough foster homes for such Springfield children as the institutions are already trying to place out. These people feel, therefore, that the creation of machinery for placing-out work would be quite useless for the Springfield district.

The answer to this objection lies in the most effective placing-out societies of the county which faced exactly such a situation when they started, but who now have more applications from suitable people than they have children to place out.

In other words, if a placing-out agency is well managed and wisely promoted, if the children to be placed are thoughtfully prepared for placement by preliminary medical and other attention, there is no dearth of good homes open to them. Poor work, poorly prepared children, and poor supervision naturally enough discourage people from applying for children. Springfield need have no fear that a placing-out movement will fail to find enough standard homes.

Sangamon County should effect a county organization for child welfare which, however, should be closely connected with the Illinois Children's Home and Aid Society, which has headquarters in Chicago, so that it may coördinate its work with a state program and avail itself of the resources of that organization in placing-out and supervisory work.

With such an organization to study and sift the facts in each case the work of the institutional agencies, if they co-operate as they should, will be greatly simplified and helped. The wards for whom they care will be those who definitely need what the institutions have to give. They will be there for a clearly outlined result, and the institutions may then know, as they cannot now, that they are in reality meeting the needs of that sector of the circle for which institutional care is, for the time being, the best treatment.

FUTURE SCOPE OF INSTITUTIONS

From the point of view of social demands the future scope of the existing institutions should be very carefully examined. These institutions, as we have seen, are four. Three of them—the Home for the Friendless, the Orphanage of the Holy Child, and the Lincoln Colored Home—are primarily interested in the

dependent and neglected child, and all of them apply practically the same methods of care to their respective groups. Although they have marked divergences of policies it cannot be said that any of them have attacked the causes of child dependency in Springfield through case work or through movements based on the revelations of case work.

As has been said, a constructive child welfare organization of county-wide scope and connected with the Illinois Children's Home and Aid Society should be the chief diagnostic agency for Springfield and Sangamon County; and the institutions should restrict themselves to their true use for the treatment of children who definitely need specific institutional service.

Obviously the adoption of a program which takes into account the interrelation of social forces in state, county, and municipality will mean an immense improvement in the existing machinery of Springfield. What may, during the transition period from present haphazard methods with miscellaneous groups of children, appear to some managers to be curtailment of scope will in reality mean specialized, intensive, durable work of high order.

When such a reorganization and adjustment of work for children has been accomplished in Sangamon County it will be discovered that the need for such an institution as the Springfield Redemption Home has fundamentally changed. The dependent children who are now cared for in that institution, without their mothers, will be placed in family homes for temporary or permanent care as the case may be; the confinement work will be given over to the hospitals and, after discharge, the mothers with their babies will be placed out in families by the department for mothers and babies of the central organization on child welfare.

There should be some place where, prior to hospital care, young expectant mothers may be given home life and training in personal hygiene, care of the baby, practical sewing, cooking and other household branches. This institution should not attempt the hospital work. A sound industrial program should be mapped out for each of these girls, making it possible for her to nurse and care for her child while assisting in her own support.

Whether the Springfield Redemption Home is adaptable to this educational work remains to be seen.

Careful plans should be made for those women awaiting court action who have young children with them or who are expectant mothers. Each one of these women should be treated in the light of her personal history and with all the alternatives of the community in mind. Close co-operation, on a working basis, between the court officers and the charity organizations is essential to a humane solution of these problems.

Sangamon County will still require a small reception home for white children and another for colored children.

There is not, in a discriminating program, any social justification for an institution like the Orphanage of the Holy Child, admirably managed as that institution is. It takes just the kind of girls who are suited to normal homes and keeps them for long years of artificial life without being in any sense an educational institution. It does not give them anything which a family home cannot give and it cannot give them that essential in which a good family home excels—experience in normal human relationships.

The limited institutional activity which may still find a place in an enlightened program of child welfare should, to be of best use, be carefully worked out as to plant, equipment, and administration. The present plants of the Orphanage of the Holy Child and the Lincoln Colored Home are of about the best size. They would be much richer in opportunity if they had sufficient grounds about them, such as surround the unwieldy, congregate plant of the Home for the Friendless.

OTHER DEVELOPMENTS IN THE INSTITUTIONS

The equipment should spell out in every detail the specific object of the institution. This does not necessarily mean large expenditure. It does mean, however, that homelike points must be emphasized and that barracks furniture, dark play rooms, and unsanitary features must go. It means that the daily life of each child must be physically, mentally, spiritually constructive and reconstructive, and if the administrative methods are challenged as to their effectiveness in securing such results the best

ways will be discovered. And through all must run a practical, enlightening record system. To outline just what the methods should be would be to induce that inflexibility which has kept institutions marking time long after the marching orders have been heard.

It goes without saying that the plant is of less vital importance



A CHILDREN'S HOME ON THE COTTAGE PLAN

There is a strong consensus of opinion at present against the big orphan-asylum idea. Smaller cottages, where the life can be made more like that in the normal home, are favored. The illustration shows one of the several cottages of the Albany Orphan Asylum. It houses 25 children

to success than is the chief executive who is placed in charge. In the future program for these Springfield institutions the need of large social vision, the co-operative spirit, natural and acquired ability to bring about the end in view are absolutely indispensable.

Not only should the chief executives be of such type, but they should be given opportunity to experiment with new methods, to make each agency a vital part of the social program as a whole. Not by large numbers cared for but by actual results secured for those who need more than anything else what the institutions can give, should the managers judge of their social surplus.

Each one of the institutions should be kept small and ought to be brought up to the highest efficiency in diagnostic work with well-planned sanitary cottages, with provision for isolation of incoming children and sick children, with provision for medical and psychological examinations, and for sound training of the children.

The holding of dependent children in the detention home should be discontinued and provision made for their care in some other institution—preferably the Home for the Friendless.

Through improvement in the investigation work, record keeping, and interpretation the institutions may become not only better educational forces for children inside their doors, but educational forces aimed at removing the causes of future child dependency in the community at large. No one is pleading for record keeping for record's sake, but for the sake of action which stands on a base of known fact.

It is believed that if Springfield adopts and carries out a preventive and constructive child welfare program it will not only render a most valuable service to its own citizens, but to all those other cities and counties in Illinois which, because of widely different conditions, have not felt that methods used in Chicago and Cook County were applicable to them.

PART TWO
CARE OF THE SICK

V

CARE OF THE SICK OUTSIDE THEIR HOMES

Among the 1,764 Springfield families which in 1913 were known to have received some kind of charitable aid outside their homes from public or semi-public agencies, were 1,238 in which sickness was a factor in the reduced condition of the family.* If we add the 11 families in which mental deficiency was a factor, and the 39 in which intemperance played a part—both of which in their treatment are to be regarded in the nature of diseases—the total reaches 1,288. In some 200 of these cases there were other factors in the family's dependency besides sickness; nevertheless this factor was of such importance that medical service could not be neglected. In addition there were a number of other families needing free medical care which did not come to the attention of the social organizations. The importance of provision for these needs is apparent.

CITY PHYSICIAN

Except for the dispensary maintained by the Springfield Tuberculosis Association there is no free medical dispensary in Springfield; that is, there is no place to which sick people who cannot afford to pay the doctor's usual fees may go for advice and treatment, paying at most only small fees. In lieu of this there is a city physician appointed by the county board of supervisors. His district covers Capital Township, which is coterminous with the city of Springfield, and his work includes also medical supervision of the county and city jails. This official, who must be a practicing physician, is paid a salary of \$100 per month. He is required to treat all sick poor who apply and must meet out of

* For a full statement of the number of families treated during the year by the 36 organizations which co-operated in this study of cases in Springfield, and an analysis of the nature of the family disabilities together with a description of method used in the study, see pages 57-68 of this report.

his salary the cost of all prescriptions filled without payment on the part of the patient.

A more unsatisfactory system could hardly be imagined. What should be a divided responsibility among many doctors upon a dispensary staff becomes the responsibility of one doctor who, if he has any practice at all, soon discovers he has a "white elephant" on his hands. The salary in itself is not alluring as a sole source of income and of course it does not permit him to provide the many accessories needed in a well-ordered dispensary. The arrangement, moreover, tends to develop too great economy in the use of medicines, and lays too heavy a burden upon one physician to expect good results. Into one doctor's day is crowded a service which would be gladly given by public-spirited members of the profession in a dispensary.

The system is so primitive that its working out is bound to be primitive also. We asked the doctor who was city physician for the first half of 1914 for the list of cases treated by him which were county charges, and found he could not supply it. There were no classified records. The doctor holding the position at the time of the survey kept a record separating cases on county account from his own city cases, but it consisted only of a diary in which the name, address, and sometimes the particular complaint were set down. Injuries resulting from accidents were generally so noted, but little more was recorded. No medical histories of the cases were being kept; not even an index of cases. Nor were the number of visits of patients to the office, visits of the physician to homes or to the county jail readily obtainable. Record keeping is not only essential for the social auditing of the needs and activities of the office, but in this case it has a direct relation to the quality of the medical service itself. Yet the office—largely, perhaps wholly, because of its meager funds—was failing at this point.

From what records there were for approximately seven months prior to the end of 1913 the number of patients treated were found to be 358. Probably this is an under-recording. Nevertheless, the number is large, and undoubtedly in so large a company there were many needing the services of physicians with special training in special fields, whose services were not made available.

What was given instead was a wholesale service, with hurried examinations and admission to a hospital when the case so clearly called for such treatment as to leave no room for doubt.

Fortunately this concentration of calls for free medical aid is by no means as great as it might be, owing to the fact, which needs scarcely to be added, that many physicians are giving more or less free service to patients that they know. But here again the best specialized service may not be available for special needs; the method of selection is on the basis of personal acquaintance only. If, however, these medical services were pooled through the establishment of a free medical dispensary, specialists would then be available at regular and specified hours for special needs.

HOSPITAL CARE

When one turns to free hospital service the situation is no better. Except in the children's ward of the Springfield Hospital, there are no free beds in the Springfield hospitals.* Both Springfield and St. John's Hospitals are private institutions, making no appeals for popular support. Persons are received into St. John's as county charges upon the authorization of the city physician, the county paying a weekly rate of \$4.00 which, however, does not cover cost. The hospital took care of 557 such cases in 1913. It thus really made a contribution in that many cases. This, however, is not the same as maintaining free beds.

In the Springfield Hospital children are admitted to the children's ward without charge, the expenses being met from the other income of the hospital. Eight free cases were treated in 1913.

This situation means even greater concentration of free patients in the hands of the city physician when once the doors of the hospital are reached; for when patients are admitted as county charges into St. John's Hospital they usually become patients of the city physician, regardless of what physicians may

* A further exception to this is the city contagious disease hospital which offers free beds for persons having contagious diseases. This, however, is a specialized service and can meet only one phase of hospital treatment for the poor. For discussion of the hospital, see Schneider, *op. cit.*, pp. 122-123.

have been treating them in their homes.* Thus in 1913 the city physician without official assistance (two incumbents held office in succession during the year) was called upon to assume the responsibility for 557 county patients in the hospital. Some of the 557 were originally out-patients of the city physician; but considering the responsibilities for out- and in-patients, the needless home visiting involved when dispensary service would have been sufficient, emergency calls to the county and city jails,† the numbers involved, and the small salary attached, it is no wonder that a one-time occupant of the office remarked that "any man who takes that position needs a guardian." Of course, in the care of the indoor patients particularly, the city physician may and does use the services of other physicians and of surgeons. But here again it is a hit or miss affair, and considerations of friendship for certain physicians may prevent the calling of other physicians better equipped to deal with particular emergencies.

Moreover, regarding admissions a peculiar abuse on the part of physicians has grown up. Here, for instance, is a patient whose malady is so developed or whose home surroundings are such that he needs hospital care. The physician urges admission. Admission is usually granted, presumably on a pay basis; but later it is found that no money is forthcoming. The physician involved then telephones the city physician in an effort to have the patient transferred to the county list. A perfunctory investigation may be made by the overseer of the poor, but the county is more or less helpless at this stage; and it is almost certain that it will have to accept responsibility, even though it does not control the admission. Thus private citizens are practically contracting obligations to be paid for by the county.

The present system, with neither dispensary nor free beds, with too many and too varied calls for medical service coming to an official appointed annually by a political board, and inadequately paid, offers no guarantee that sickness in poorer families will be handled with proper skill, though in these weaker families

* As indicated, there are exceptions to this rule. For example, the city physician has allowed the choice of another physician in cases which he took to the hospital from the Associated Charities, provided the other physician was giving free service.

† Potter, op. cit., pp. 50-52.

the need of the greater skill is especially urgent. Moreover, for a growing progressive city the present system is too inadequate to last much longer. If instead of the office of the physician who happens to be city physician, a dispensary organized under the city department of health, with its regular staff, its established procedures, its continuous records, and its continuous clinics, were the point where cases were first considered, the selection of the right physician for each case could be properly made.

TUBERCULOSIS DISPENSARY AND SANITARIUM

In addition to maintaining one visiting nurse, who does general nursing as well as nursing of those having tuberculosis, the Springfield Tuberculosis Association operates one free dispensary. In 1913 the dispensary treated 135 persons suffering from tuberculosis. This is the kind of treatment by specialists advocated above. Dr. Palmer, who is in charge of the dispensary, contributes his services. This is perhaps too large a service to expect from any one person, and as pointed out by Mr. Van Blarcom, should be compensated for, in some part at least, by the city.* Sooner or later the cost of this dispensary service should be entirely assumed by the city or county, and the work made a part of the regular activities of the city health department.†

The Tuberculosis Association and the county have also cared, in the last few years, for a number of indigent cases at the Open Air Colony, a private sanitarium of 24 beds for incipient cases. The expenditure by the association on this account in the year ending June 30, 1914, was \$2,108.55. The number of patients so helped was 18, and the number of weeks' care was 251, the cost to the association averaging about \$8.40 per week. This was in addition to the weekly payment of \$4.00 made by the county. While this work in the past is thoroughly approved, it nevertheless cannot meet the full needs of the situation, and the time is now at hand when a movement should be started for building and maintaining a public tuberculosis hospital to be supported by city and county funds. And in the meantime the county should

* Schneider, *op. cit.*, p. 50.

† For reference to the activities of the Tuberculosis Association in connection with work for families, see pp. 120-121 of this report.

increase its ridiculously small allowance of \$4.00 per week for the care of these patients. At least \$6.00 should be paid.

CARE OF MENTAL DEFECTIVES

It is recognized, of course, that there are many degrees of mental deficiency and that only persons suffering from certain forms may need custodial care. Insanity, when once determined, pretty generally points to hospital care; and children suffering milder forms of mental deficiency usually require institutional treatment. Dr. Treadway found that between January 1, 1913, and March 1, 1914, 113 persons were committed by the Sangamon County court to the Jacksonville State Hospital for the Insane.*



AT THE SANGAMON COUNTY POOR FARM

Cells in the basement used for insane persons. Such inmates should be placed in the comfortable and cheerful quarters of the state hospitals for the insane

The record did not show whether any of them had financial resources, but indigent cases are frequent. Unfortunately there is no place of detention for persons suffering from mental illness;

* Treadway, *op. cit.*, pp. 26-44.

they are held in the county jail annex until the court can appoint a commission and hold a hearing. The general hospitals of Springfield decline to treat this class of sick persons if the condition is known when application for admission is made. St. John's Hospital makes exception, however, if the physician in charge of the case will employ a special nurse and assume all responsibility, but this of course eliminates most indigent cases, as the county allowance for hospital cases is at the very small rate of \$4.00 per week.

The result is that a considerable number of the insane are kept at the Sangamon County Poor Farm. Dr. Treadway found 18 insane inmates on March 1, 1914, and five who were mentally defective.* On April 8th of the same year an official inspection was made by the Charities Commission of the State of Illinois, and according to the inspector's classification 24 insane inmates were found, 14 being insane men, 9 women, and one woman who was an insane epileptic. As may be expected, the facilities were merely custodial and not in the nature of treatment aimed at ultimate recovery or mental improvement. Almshouses are entirely unfitted for the treatment of mental diseases; the remedy lies in reducing the number cared for in these places as rapidly as possible, in demanding that a fair proportion of the patients of the county be received at the state hospitals, and that accommodations at the state hospitals be increased until they provide for all the insane of Illinois now confined in almshouses.

The situation with regard to the care of persons among the poor suffering from acute alcoholic diseases is very like that of the insane. They are sent to the county jail annex. The city physician must be called when an intoxicated person who is unconscious is placed in a cell. This commendable practice should be made to apply to others who are in serious condition; but sooner or later provision should be made for the public treatment of alcoholic diseases in the wards of a general hospital.

RECOMMENDATIONS ON CARE OF THE SICK

To sum up then, the need of free medical treatment in Springfield is such as to demand a more effective system for making this

* Treadway, op. cit., pp. 33-34.

service available. In the first place, the city should establish under its health department a free medical dispensary (including certain home visiting) to take over the general medical service now performed by the city physician.* This plan would provide service by specialists where needed, and effect a more equitable and efficient distribution of the calls for free service between members of the medical profession. The dispensary could also serve to secure the right physician for each case taken to the hospital.

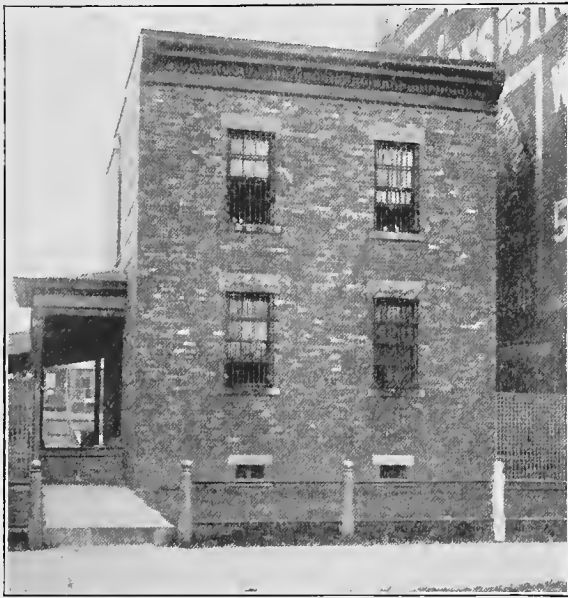
The natural point at which to start a movement for this change would seem to be the Sangamon County Medical Society. Unfortunately, however, a previous move in this direction proved unsuccessful.

We believe, therefore, that the Associated Charities should appoint a special committee to confer with the city health department, urging the department to take up with the city commission the organization of a city dispensary, and at the same time endeavor to make an arrangement with the county whereby the appropriation usually made for a city physician will be diverted to the support of the dispensary. This committee might later be enlarged to become a committee of the Conference of Social Agencies to be outlined later in this report; but in any case it should not be satisfied with merely bringing the need of a dispensary to the attention of the health department. The department can be greatly aided in securing the necessary public backing by the efforts of such a non-partisan private group of citizens seeking no political favor.

At the same time the county board of supervisors should be urged to establish a new basis of weekly payments more nearly representing cost for care of county patients admitted to St. John's Hospital and the Open Air Colony. The present rate of \$4.00 is ridiculously small for St. John's, and even smaller for the Colony, where the regular charge for pay patients is \$15. Ultimately the city and county should provide hospital facilities of their own; but in the meantime at least \$6.00 a week should

* For a discussion of the advantages of this plan also from the point of view of improving the general health service of the health department, see Schneider, *op. cit.*, pp. 123-124.

be paid for service in either of these local hospitals. We believe the public outdoor relief expenditures may readily be curtailed to meet this added expense.



SANGAMON COUNTY JAIL ANNEX, SPRINGFIELD

Large numbers of the insane and persons suffering from acute alcoholism are held here each year—some as long as twenty days in 1913. These insane people are ill; moreover, they often have delusions of unworthiness and self-condemnation which jail experiences tend to emphasize and confirm. Both the insane and the alcoholics should not be detained in the jail annex; instead, they should receive hospital care until the state provides sufficiently for their treatment.

Under this arrangement the responsibility for admission to hospitals at county expense should be clearly placed upon the dispensary, a member of the dispensary staff becoming, by appointment, city physician. To safeguard the use of the dispensary and of admissions to hospitals, provision must be made for consulting the records of the Associated Charities and of the confidential exchange, thus obtaining the facts possessed by other agencies which would throw light on needs. When these

sources fail to give the desired information, investigation limited to ability to pay for medical service should be made by volunteers or by an employe of the dispensary.

The dispensary should make provision for those suffering from tuberculosis as well as for others needing the service of specialists. This would extend the tuberculosis work into the county—a good unit for activity. At the same time a campaign should be started by the local tuberculosis association for securing city and county funds for a public tuberculosis hospital.

The indigent insane should not be detained in the county jail annex. These people are ill; moreover, they often have delusions of unworthiness and self-condemnation which jail experiences tend to emphasize or confirm. Arrangements should be made for their care in hospital wards, pending transfer to the state hospital. Any insane persons held in the county almshouse should be removed to the state institutions as rapidly as possible, and no others be allowed to become inmates, as the almshouse has no facilities for adequate treatment aiming at recovery.

In the cases of those suffering from grave alcoholic diseases, confinement in the county jail annex should be discontinued and arrangements made for treatment in one of the hospitals until such time as the state of Illinois may provide care for alcoholics.

In addition to these specific measures having to do with the institutional care of the sick poor, their welfare would be promoted still further by broadening the general preventive health work of the city and of the Springfield Tuberculosis Association.* Later hospital social service will need to be provided for.

* For full statement of health program recommended for Springfield, see Schneider, *op. cit.*, pp. 46-57 and 126-135; also Treadway, *op. cit.*, pp. 17-46.

PART THREE
FAMILY DISABILITIES AND TREATMENT

VI

FACTORS IN THE SUBNORMAL CONDITION OF FAMILIES

The importance of good institutional work for dependent children and for the indigent sick has been pointed out. Of equal or even greater importance is efficient work for disorganized families, considered and planned for them one by one—a form of service which centers in the home. To keep such families intact, and to aid them in ways that will restore them as far as possible to complete living, is—to say nothing of considerations of personal happiness and comfort—strongly protective of social welfare. It is conservation at the very center. And of course the work for families as units is not necessarily independent of the institutions: the two forms of service very often work together. Hospital care and cure of a sick father, for example, is often one of the salient features in a plan of treatment aimed at putting a whole family back on its feet. The usefulness of hospital care itself, or of any other single feature of the treatment, does not lessen, but rather emphasizes, the imperative claims of the larger plan, which looks at the family as a whole and aims at conserving or restoring this natural group of people to normal family conditions. In other words, work for families may combine many kinds of special assistance, but back of it all is the thought of the family itself, the recognition that as often as possible it, as the fundamental social unit, should be preserved.

AIMS TODAY IN CHARITY WORK

One chief aim then in modern charity work is to eliminate abnormal conditions of family life and to promote normal conditions, whether the conditions relate only to the particular family or are of a general character. This obviously implies the belief that conditions can be changed and improved. The idea

of any class of people being predestined and hopelessly chained to poverty and misery is repudiated once and for all. When family life is abnormal there must be some reason or reasons for it—reasons for the most part that are ascertainable and which past experience has proved in some measure to be removable. Here, for example, is a family in distress because the chief breadwinner has incipient tuberculosis and has been forced to give up his work; there are no savings or other resources, and outside aid is needed. Obviously the key to the situation lies in the father's restoration to health. As long as there is hope of restored health there is hope for restored family normality. Modern charitable effort, in addition to temporary aid, would be directed toward the father's recovery; it would thus help the family to the place where it could take care of itself.

This kind of effort involves much more, of course, than the giving of food, shelter, clothes, and fuel, valuable as these may be as temporary expedients. Direct aid in the form of food and shelter and the like may or may not be important as part of a plan of treatment looking toward the ultimate restoring of normal home conditions; but if it were the sum of all aid offered it would tend in many, if not most, cases to destroy self-respect and to create a chronic condition of dependency. Direct material aid, for the most part, is merely one means to an end. In the case of the tuberculous father above referred to, the family may need to be supplied temporarily with food, shelter, and clothes while the father is under the physician's care, but this, as already indicated, is incidental to the provision of service to stamp out the tuberculosis infection responsible for the family's disability. The emphasis is therefore placed upon thoughtful service as well as material gifts—service in the form of careful consideration and study of the needs of a family, and working in co-operation with the family and its connections.

The rendering of such service is not simple. It means dealing with the real issues of daily living and is as complicated as complex modern life itself. Just because life has become more complex, of necessity what is called "investigation," or the obtaining of real knowledge of conditions and facts, has become more complex. A technique of investigation has grown up, which

does not mean the asking of certain routine questions at all, but the harnessing of the intelligence of the social service worker to certain principles of the art of learning the significant and vital things, and then coördinating the things learned in a correct diagnosis. When it comes to actual action based upon knowledge, again there are certain broad principles of cause and effect in human action which the experience of many people has laboriously worked out; but here again these principles are only principles of an art, of the art of family rehabilitation—an art of infinite adaptations of logical plans based upon accurate diagnoses, to varying personalities and groups and conditions.

But the fact that it is an art and not a science rather increases than diminishes the need of the technique and the diagnoses and the principles of action. A plan may have to be changed after being formed, and everywhere the human factors must be recognized, for no plan is worth its salt which does not have the hearty co-operation of the family involved—the family, after all, must put forth the greatest effort. It often takes time and thought to secure this support. The carrying out of these mutually co-operative plans may take a week, a month, a year, or many years. No touch and go effort, jumping from one application to another, without constant and intelligent and careful continued planning with the families already known, can now be recognized as real social work.

It is conceded, of course, that some families never can be restored to normal conditions or even enabled to regain a position of self-support. The aged and infirm, who are dependent and chronically ill, the defective, and some others, may need to be taken care of indefinitely; but even in these cases good service requires that each case be thoroughly investigated and that the treatment be given which fits the need.

CO-OPERATIVE EFFORT

As most cities have grown they have developed methods and agencies for helping people in need, and the common experience is that the agencies have been established to meet special kinds of need, such as care of the sick, care of children, and so forth, independently of one another. Very often this has meant the

duplication of institutions established to handle the same kinds of needs and the lack of provision for other kinds. In the absence, then, of any machinery by which the agencies could exchange information and otherwise co-operate, a possible obstacle to efforts aimed at solving family problems has presented itself.

To cure a disabled family, as in curing a sick individual, it is essential that the treatment be not interfered with by those who do not know the full facts of the case and the treatment already prescribed. If the social agencies do not work together closely, placing facts at each other's disposal and co-operating in a unified plan for constructive assistance, there is danger that they may work at cross purposes with each other and to the disadvantage of the family they would aid. Thus the attempt to do more than temporize by furnishing daily relief only to those in need requires of the agencies that they no longer regard themselves as at liberty to work independently of their colleagues, or to work in the dark without inquiring carefully and so discovering all that may be known by others about a family.

In earlier years, when communication was not so easy, individual effort may have offered the best means of providing for all needs; but today, with even large cities released by electricity and the printing press from the difficulties of distance and slow communication, the agencies must regard themselves as part of a whole community's equipment for social service, ready to render co-operative and special service in the larger scheme of helping families out of abnormal conditions and into as full living as may be. This is another requisite to good social service.

PREVENTIVE WORK AND RECORD KEEPING

And as still an additional requisite there should be effort not only to remove the disabilities already experienced, but social action to prevent future disabilities; for example, to prevent the unnecessary deaths that cause widowhood, to prevent unemployment with its consequent reduction of family income, and so on. The information on living conditions obtained by the agencies in their close contact with families would be invaluable in assisting in measures of this kind for community improvement.

It scarcely need be pointed out that all of these requisites necessarily involve good record keeping by the agencies. Careful study of each case among the many handled daily, and treatment that will follow a plan once decided upon, are impossible unless the pertinent facts are put in form for ready and frequent reference. And where several agencies are co-operating, record keeping is even more urgent. It is an essential so obvious as to be taken for granted in this study.

These are parts of the understructure upon and around which effective social service is built; these are the parts which the community is more and more expecting the agencies doing charitable work to look after. It was with a view to outlining a plan for their completer introduction into Springfield that the study of family disabilities and their treatment was made.

FAMILIES KNOWN TO AGENCIES

As already indicated, 1,764 families in Springfield were known to have received some kind of social service in 1913.* Not all were absolutely destitute, of course, nor were all in need all the year; but the figures mean that over 1,750 families were unable to function properly without some service from outside.

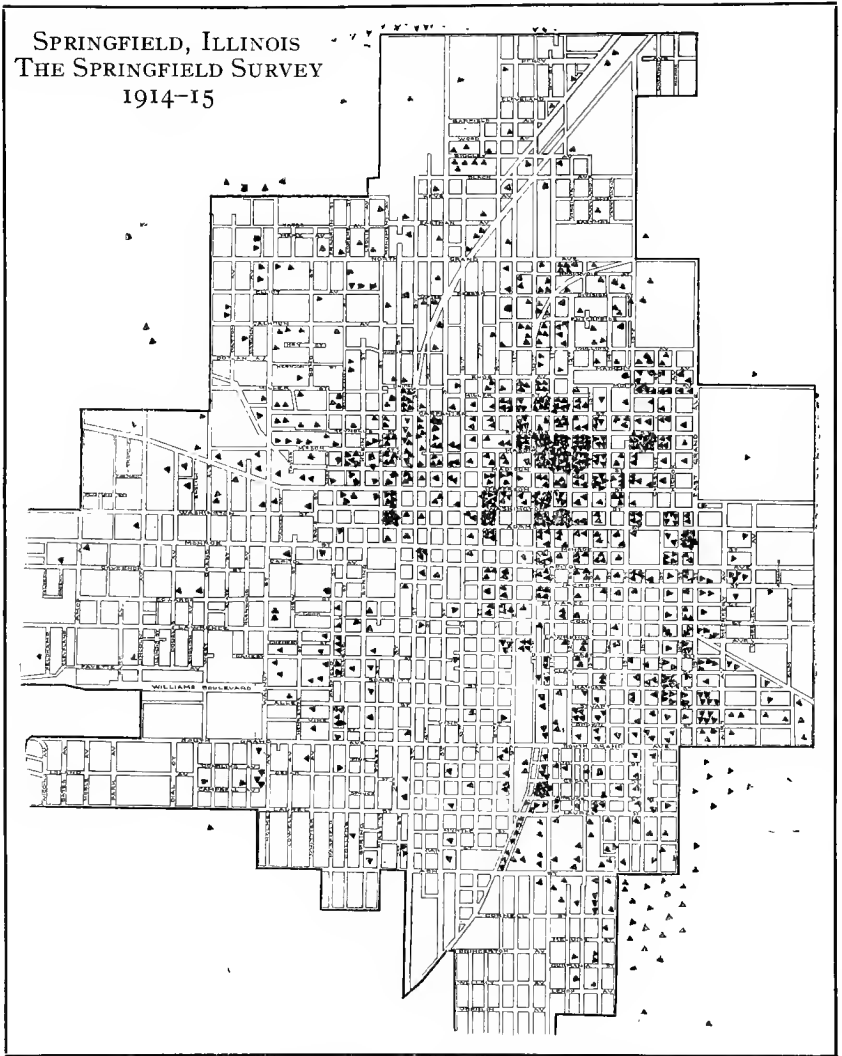
In fact the figures understate the case, for it was not possible to obtain case records from several of the 47 Springfield charitable agencies dealing with families.† The understatement is not great, however, as access was had to the data of most of the more important organizations.

The method used in studying the situation as a whole was an examination first of the records of the Associated Charities, of the Springfield Tuberculosis Association, of the juvenile court, and of the Home for the Friendless. These are the general agencies in Springfield which had records of any importance; that is to say, each one maintained a registry with a filing system, a sep-

* The period used for this study of the charities of Springfield is the year 1913. In the case of several agencies, however, the periods for which their records were available did not exactly coincide with the calendar year, but were close enough for all practical purposes. The exceptions wherein records did not exactly cover the year 1913 are indicated in the footnote to Table 2, page 61.

† For a list of the charitable agencies of Springfield and those agencies which co-operated with the survey, see Appendix D, p. 170.

THE SPRINGFIELD SURVEY



SIZE AND EXTENT OF THE CHARITIES PROBLEM

In 1913, 1,764 Springfield families received some kind of charitable service from public or private organizations. Each spot represents a family. (A few could not be located because of faulty addresses.)

arate file being kept for each family or child, and printed record cards being used for recording the original information gathered. On the basis of the amount of data available from these records a blank was prepared for transcribing the data for use in the later analysis.*

The records were so defective that several kinds of important information could not be set down, among them being the nationality, occupation, and wages of members of the families.† Records from the churches and missions were very incomplete. This was partly due to the evident wish of many church workers to consider that some of the families were receiving aid as church members and that their names should not go into a confidential register. The church workers inclined to consider them in the same category as members of secret orders receiving brotherly aid. The data available from St. John's Hospital, the city physician, overseer of the poor, dental dispensary, St. Vincent de Paul Society, the truant officer, and the county court were rather formal and brief. The St. Vincent de Paul Society was establishing a record system at the time of the survey, however. The juvenile court records, while fuller and kept according to a regular filing scheme, were faulty as to home conditions of the families, physical and mental conditions, school record, habits, and associates. All of this last group of agencies are public except the St. Vincent de Paul Society and St. John's Hospital.

The records showed that in the period covered by the study, the 36 Springfield agencies aided 2,247 families.‡ These were not all separate families, however, enough of them having been treated by two or more agencies to bring the number of different

* The blank is reproduced in Appendix C, p. 169. The form was drafted to meet the special case in Springfield, and should not be regarded as a model or inclusive blank for similar studies elsewhere.

† In the cases of the Associated Charities, the Tuberculosis Association, the Home for the Friendless, the various churches, and the school nurse, the summarizing of the records was done in the offices of the different societies by members of the survey staff, or local volunteers. It was thus possible to supplement many defective records by adding any unrecorded facts known to workers and others most interested and closest to the families.

‡ Allowance should doubtless be made for a margin of error due to mistaken identification resulting from the faulty records in such simple matters as the recording of first names and addresses. A single family may therefore be reported as two or more families in a few cases.

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families down to 1,764. The distribution of the families according to the number of agencies to which they were known is shown in Table 1.

TABLE 1.—NUMBER OF DIFFERENT AGENCIES TO WHICH INDIVIDUAL FAMILIES WERE KNOWN

Number of agencies to which families were known	Families
One.....	1,467
Two.....	191
Three.....	59
Four.....	23
Five.....	16
Six.....	8
Total.....	1,764

The distribution among the 36 different charitable organizations of families which were assisted is shown in Table 2.

TABLE 2.—FAMILIES TREATED DURING 1913 BY 36 SPRINGFIELD AGENCIES

Agency	Families
St. John's Hospital.....	557 ^a
City Physician.....	358 ^b
Overseer of the Poor.....	301
Tuberculosis Association.....	257
Associated Charities.....	213
Dental Dispensary.....	128
Juvenile Court.....	87 ^c
St. Vincent de Paul Society.....	83 ^d
Truant Officer.....	65 ^e
Home for the Friendless.....	48
County Court.....	29
School Nurse.....	17 ^f
Kumber Episcopal Church.....	10
St. John's Mission.....	11
Washington Street Mission.....	9 ^g
Springfield Hospital, Children's Ward.....	8
First Methodist Episcopal Church.....	8 ^f

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TABLE 2.—(Continued)

Agency	Families
South Seventh Street Baptist Church.....	8 ^f
First Presbyterian Church.....	8 ^f
First Christian Church.....	5 ^f
Orphanage of the Holy Child.....	4 ^h
Fourth Presbyterian Church.....	4 ^h
St. Paul's Episcopal Church.....	4 ^f
Christ Church.....	3 ^f
Helping Hand Circle, King's Daughters.....	3 ^f
Brith Sholom Congregation.....	3 ^f
Zion Baptist Church.....	2 ^f
Elliott Avenue Baptist Church.....	2 ^f
Grace Lutheran Church.....	2 ^f
Central Baptist Church.....	2 ^f
West Side Christian Church.....	2 ^f
United Brethren Church.....	2 ^f
Second Presbyterian Church.....	1 ^f
Fifth Presbyterian Church.....	1 ^f
Laurel Methodist Episcopal Church.....	1 ^f
Douglas Avenue Methodist Episcopal Church.....	1 ^f
Total.....	2,247 ⁱ

^a This is a record of patients received as county charges.

^b This covers period from June 10, 1913, to December 31, 1913, only.

^c This includes only dependency cases for 1913 and "Funds to Parents" list current at time of survey.

^d This society was not organized until 1914; the current records were therefore obtained.

^e Commencing with school year in September, 1913, and continuing approximately to February, 1914.

^f Registration very incomplete.

^g Washington Street Mission offered names of only a few families known to have very serious problems and claim other relief work is part of the religious department of the mission.

^h Only children received from Springfield were registered from here.

ⁱ As many families were known to more than one agency, this total is greater than the total number of families represented by Table 1, p. 60.

The usual center for coördinating work for families is the Associated Charities. In discovering that only a few more than 200 families out of the total of 1,764 were known to that organization, and some of them known *only* to it, we have a first

indication that much of the local work is not planned on a broad scale of family upbuilding.* This also indicates a possibility, and perhaps a probability, of overlapping and duplication in service rendered to the 297 families known to two or more agencies (eight known to as many as six agencies), as shown in Table 1, since a good proportion of these could not have been known to the Associated Charities and since no other organization was acting as a coordinating center. On the other hand, while overlapping must have been absent in the case of the 1,467 families known to only one agency, the fact that so large a proportion of the total of 1,764 families were treated by only one agency seems also to indicate a lack of co-operative service on a community-wide basis; for, merely in order to make the facts available for the use of other agencies in deciding on the methods of treatment, the proportion known to at least two agencies should be much greater, and there are few disabled families who can be properly and adequately treated by only one agency.

FAMILY DISABILITIES GROUPED

For only 1,436 families, or 81 per cent of the 1,764, were the records complete enough to give some indication of the existence of the more common disabilities. By disabilities we mean important factors in family conditions which signify subnormal conditions, either temporary or permanent, such as unemployment, desertion, sickness, widowhood, and so on. In some cases, because of poor records, the only indication as to family disabilities was the type of agency which served the family—the hospital, for instance, indicating sickness, the tuberculosis sanitarium indicating tuberculosis. The number of disabilities per family is shown in Table 3.

*The annual report of the Associated Charities for the fiscal year of 1913 shows a total of 615 clients treated. These figures, however, have no significance, as it was discovered in reviewing the work of the society that owing to a cumbersome office system the monthly totals were added together. Thus if a family came up for consideration in six months of the twelve it would be counted six times. At the same time the system may have been responsible for a shortage in the registration given us. At the most, however, this margin of error would not be sufficient to bring up the figure to 300.

It should be stated, however, that just prior to the field work of the survey the Associated Charities began installing a new and modern system of record keeping and filing.

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TABLE 3.—FAMILIES HAVING EACH SPECIFIED NUMBER OF DISABILITIES

Number of disabilities per family	Families
One.....	1,267
Two.....	144
Three.....	24
Four.....	1
Total.....	1,436

A very natural question would arise as to whether the 1,467 families shown in Table I to have been known to only one agency may not have required more service than that one agency afforded, or whether such families are to be regarded as belonging to a group more resourceful and more competent than the families known to more than one agency. In view of the complexity of modern life, and the specialized and related character of the service rendered by different organizations, it would seem very improbable that so large a number would be in just such condition as to need the aid of only one agency. In the case of sickness of the chief breadwinner, for example, if the family has no other resources than current wages, there is need for other service than the cure of the sick person, and plans should be laid to meet the unexpected stress.

Moreover, of the 1,467 families shown in Table I as known to only one agency, 464 appeared only on the list of the county poor cases in St. John's Hospital (the only record available from that hospital), and 239 were known only to the city physician; and it would seem very unlikely that so many families would ask for this free service if they were all in position to care for sick members without feeling financial distress, or overstrain, or any other ill result—excepting the mental suspense. It can hardly be gainsaid that in the period studied there were many families, numbering in the hundreds, in which the disabilities were such as to call for social service of more than one kind, but in which only one disability was discovered and considered by the agency dealing with the family. The conclusion is obvious, therefore, that as the agencies had developed no scheme of sympathetic

understanding and co-operation through a coördinating agency, such as the Associated Charities should be, there was no assurance that attention was being given to all needs.

On the other hand, there have been many excellent achievements which should not be overshadowed by the weaknesses pointed out. Indeed, in gathering vital information on families we have doubtless been at the disadvantage of having to depend on records which showed only the minimum information somewhere available. In many instances unrecorded facts were undoubtedly registered in the minds of the workers. To a far less degree would this be true of service rendered, for there is of course a natural tendency to enter the record of specific acts. As will be pointed out later, considerable ability in planning and in the execution of plans was evident, and there was not lacking a comprehension of the ends to be attained and the means for attaining them. While many ill-advised services were being attempted, and while too many Springfield people are still talking in terms of material gifts and temporary relief, there were not a few social workers in Springfield, volunteer and paid, who knew how weak the family reconstruction work was at some points and were ready for measures of improvement. But one of the chief troubles lay in the fact, as shown in some degree by the records of cases, that there was no center through which effective family planning, based upon careful expert investigations and co-operated in by several agencies, could be attempted.

NATURE OF DISABILITIES

The information drawn from the records of cases was analyzed further for indications as to the nature of the family disabilities. The reader should keep in mind, however, that the local records were very faulty and may not be assumed to represent the total of all disabilities or the total of the more obvious ones; and of course it is not possible to estimate how far short they fall of giving the real picture of conditions among dependent families of Springfield. But even though faulty they show a significant set of complications. The information on disabilities for 1,436 out of the total of 1,764 families is summarized in Table 4 under two main divisions: families having one recorded disability

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unaccompanied by other disabilities, and families having one specified disability accompanied by one or more others.*

TABLE 4.—NATURE OF DISABILITIES RECORDED SINGLY OR IN COMBINATION AMONG 1,436 FAMILIES

Disability	Families having each specified disability		All families having each specified disability
	Unaccompanied by other disability	Accompanied by one or more other disabilities	
Widowhood.....	58	75	133
Desertion by man.....	31	34	65
Desertion by woman.....	3	..	3
Mental deficiency.....	5	6	11
Intemperance.....	10	29	39
Tuberculosis.....	106	31	137
Unemployment.....	12	19	31
Sickness other than tuberculosis.....	967	134	1,101
Irregular school attendance.....	40	28	68
Crippled condition.....	6	2	8
Blindness.....	3	2	5
Non-support.....	26	4	30
Total.....	1,267	364 ^a	1,631 ^b

^a As a family for which more than one disability was recorded is entered opposite each disability, this total exceeds the total number of families having more than one disability.

^b This total equals the total number of disabilities among the 1,436 families for which facts were available.

It is seen from the table that the disabilities which affected the largest group of families were sickness other than tuberculosis, tuberculosis, widowhood, desertion, irregular school attendance, and non-support. Unemployment and intemperance were also factors of importance. The problems surrounding family dependency thus begin to split up into their more specific parts, and some of the first clues are obtained as to types of work needed in the local charity field. Among other things it is

* The list of possible disabilities recorded by well-organized societies is much greater than the one here used. Our selection was again based upon observation as to what disabilities were revealed by the records.

observed that a very large proportion—over 1,100 out of the 1,267 families having only one specified disability—of the families were disabled because of conditions which are not commonly regarded as necessarily permanent, such as tuberculosis and other sickness, intemperance, unemployment, and irregular school attendance.

In the case of the 169 families shown in Table 3 as having two or more disabilities per family, the groups were classified further to show the combinations of primary and secondary disabilities recorded for the individual families. For presenting the combinations a comparative ranking was given to the primary disabilities. Widowhood was placed first, and whatever other disabilities appeared in combination with widowhood were listed under it. Then followed in descending order: Desertion, mental deficiency, intemperance, tuberculosis, unemployment, and sickness. These rankings were more or less arbitrarily made for the purpose of bringing out two important groupings of disabilities, as follows:

1. Families having permanent disabilities or disabilities likely to be permanent.
 - a. The permanently subnormal family,—that of a widow.
 - b. The possibly permanent subnormal family,—that of a deserted wife.
 - c. The possibly permanent subnormality of one or more members of a family,—in case of mental deficiency.
2. Families having disabilities not necessarily permanent or referring to the whole group.
 - d. A most plainly indicated moral weakness,—such as intemperance.
 - e. A serious physical handicap,—that of tuberculosis.
 - f. Economic displacement,—such as unemployment which may be due to personal or industrial causes.
 - g. Sickness, the commonest of all handicaps, but here listed last because the records do not allow sufficient classification of the different diseases.

The divisions into which these 169 families fell are shown in Table 5.

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TABLE 5.—COMBINATIONS OF DISABILITIES RECORDED FOR 169 INDIVIDUAL FAMILIES HAVING MORE THAN ONE DISABILITY

Additional disabilities	Families in which the primary disability was							All families
	Widowhood	Desertion	Mental deficiency	Intemperance	Tuberculosis	Unemployment	Sickness	
One additional disability								
Desertion	1	..	..	..	..	..	..	1
Mental deficiency	1	..	..	..	..	..	..	1
Intemperance	2	3	..	..	..	..	..	5
Tuberculosis	5	4	..	3	..	..	..	12
Unemployment	1	1	..	1	..	..	..	3
Sickness	49	17	..	10	12	10	..	98
Irregular school attendance	2	1	..	1	1	1	12	18
Crippled condition	1	..	..	..	..	..	..	1
Blindness . . . . .	..	1	..	..	..	..	..	1
Non-support . . . . .	..	..	..	2	..	..	2	4
Total	62	27	..	17	13	11	14	144
Two additional disabilities								
Mental deficiency and tuberculosis . . . . .	..	1	..	..	..	..	..	1
Mental deficiency and sickness	2	1	..	..	..	..	..	3
Intemperance and sickness	1	1	..	..	..	..	..	2
Tuberculosis and sickness	3	..	..	1	..	..	..	4
Tuberculosis and irregular school attendance	1	..	..	..	..	..	..	1
Unemployment and sickness	1	..	1	2	..	..	..	4
Sickness and irregular school attendance	3	3	..	1	..	1	..	8
Irregular school attendance and blindness	1	..	..	..	..	..	..	1
Total	12	6	1	4	..	1	..	24
Three additional disabilities								
Intemperance, sickness, and crippled condition (total)	1	..	..	..	..	..	..	1
Grand total	75	33	1	21	13	12	14	169

It is observed from the table that sickness, widowhood, desertion, intemperance, unemployment, and irregular school attendance combine as important factors in family dependency. Of 75 families, for instance, in which widowhood was the primary disability, 49 suffered the additional disability of sickness, five

added tuberculosis to widowhood, and 12 added two disabilities to that of widowhood. Similarly, of 33 families in which the primary disability was desertion, 17 added sickness and five others combined sickness and still another disability with desertion. Of 12 families where unemployment was the chief disability, 10 combined sickness with it, and one family added both sickness and irregular school attendance. And so on. These and the many other combinations of disabilities found among the 169 families are but another indication of the local need of comprehensive and coördinated family work.

VII

TREATMENT OF DISABLED FAMILIES

Having classified the families according to their disabilities, a study was made of the treatment provided in each of the different disability groups, in the process of which all of the records in each group were carefully read. The result was the formulation of certain general conclusions with reference to charitable work in Springfield, which became more and more clear-cut and certain as the study proceeded.*

In the first place, the data on record in the local agencies responsible for families were very incomplete.

Second, although recognizing that in many cases disabilities and other facts were probably ascertained but not recorded, it was evident that investigation of conditions in homes was not thoroughly and systematically made.

Third, inasmuch as comprehensive and intelligent treatment depends upon a broad basis of fact, it follows that this kind of family treatment was not possible in the insufficient investigations made in Springfield.

And finally, in consequence, what was accomplished in actual rehabilitation—that is, toward the restoration of families to independence and normal living—was largely fragmentary.

The conclusions may be indicated more clearly and specifically perhaps by a few illustrations drawn from the many cases studied. These cases are believed to be fairly representative for the different disability groups.

WIDOWHOOD

The problems arising in the treatment of widows and their families are among the most complicated and require very

* There were exceptions, in the cases of some agencies, to the generalizations here stated. These exceptions are noted in Part Four, where the agencies are discussed separately.

thoughtful attention. Under no circumstances is a widow's family normal, unless perhaps at the time when the oldest boy reaches man's estate and assumes his father's place. Even then he may not have the same influence over his younger brothers and sisters that the father had. And of course the abnormality is more than merely economic. In a large proportion of cases, and especially in the homes of laboring people, the man of the family is something more than a money-getter. He is a father, a parent. He is also the chief avenue of contact between the outside world and the home. The interests of the wife, particularly in cases where she has but few opportunities to get outside the family circle, are enlarged through him.

But with the father gone, many new questions need to be faced in an effort to restore the family to as full a life as possible. How far should the widow confine her life within the home, isolated from the world, though she cannot separate herself from the neighborhood and its oftentimes narrowing pettiness? How far should she work outside, due consideration being given not only to economic and health questions involved but also to mental, moral, and temperamental ones? Should others have a part in the training of the children? How far should boys and girls of working age contribute from their earnings to the family's support? If it is deemed wise for the mother to work outside the home, the kind of work, the hours, and other working conditions must also be taken into account.

Again, the responsibility of persons feeling some connection through previous business or work relationship, who are able to help regularly, must be considered; and the possibility of support from relatives, having in mind on the one hand the desirable possibility of thereby encouraging family affection and on the other the risk of encouraging selfishness and the breaking down of natural ties. An estimate should be made of what the family requires for subsistence, including whatever regular allowance should be made to take the place of wages which might be earned by children whom it seems best to keep in school. In such cases the allowance should be given only upon condition that they attend. These are some of the important complexities to be considered in connection with the families of widows.

WHAT ONE SOCIETY FOUND

The man was a cripple, so he cared
for the three children at home
His wife had "sore eyes" but she was
earning \$4.50 a week in a factory



THROUGH THE SOCIETY'S EFFORTS

An oculist examined the wife's eyes;
An optician gave her glasses,
enabling her to do sewing at home;
A shoemaker taught the man a trade;
A Sunday School class paid the
mother her factory wages (and later, the rent)
so she stayed home with the children;
This class also advanced the cost
of the man's outfit and drummed up
customers for him

MODERN CHARITY

It involves personal service as well as material aid
(Panel from the Exhibit of the Charity Organization Department, Russell Sage Foundation)

A study of the available records of all of the agencies providing social service indicated, as already stated, that in Springfield the work and the planning for this difficult class of cases were inadequate. Only a few records showed a comprehensive and discriminating handling.

Thus, for example, we observed in one instance that a young widow of twenty-four, with three children, was given about \$50 in all during the year by the overseer of the poor. We learned that the family was referred to the overseer of the poor by the Associated Charities without any action on their part, and a church society had an application from the same family but had not investigated. The six-year-old-child is reported as being out of school frequently on account of illness.

This young woman is charged with unusual responsibilities, thrown upon her own resources, without anyone attempting to help her plan wisely. The state of her own health, what kind of relatives she has, what kind of work she is used to, whether she needs more than what amounts to about \$1.00 per week in relief, whether she is giving sufficient attention to her children, what kind of a mother she is, and what part the husband played in the care of the children, are not brought out, and no nicely adjusted plan is even hinted at. The very fact that she is young required that unusual attention be given, because dangers beset on every side by reason of the long years which must intervene before she may hope to receive help from her children. During that time many things may happen to her. Bravely carrying too heavy a strain she may slowly undermine her strength and so become increasingly unable to look after her brood. Or she may begin to neglect her children and by and by they may have to be brought to the attention of the school attendance officer or the juvenile court. Or the children may be undernourished and so grow up without proper stamina. Or she may unwisely spoil one of the two boys who happens to be her favorite. Or, still being young, she might under the circumstances be led into temptation herself.

Turning now to the case of a somewhat older woman, one over thirty-five, we observe that the only single bit of constructive treatment was a Funds to Parents allowance of \$10 per month

from the county. Seven children in all were involved; but two of them were of working age—one a boy of seventeen, the other a girl of fifteen. The record did not indicate, however, what the wages were of these two older children, though that would appear to be a necessary basis for estimating what extra income was required. Not only should the wages be indicated but also a fair estimate made of what the working children should be allowed for their own personal use. This depends partly but not entirely upon what work they are doing and what kind of personal dress is required for the positions they hold. We say "partly," for every working child in a family needing relief should be considered also from the personal standpoint of what she or he should have for his own purely personal uses. An important factor in cases where these children break away from the home is a lack of consideration of the fact that they are working and otherwise associating with others who spend relatively much upon themselves. While more sacrifices must be expected of children in dependent families, a complete surrender of their wages should not be required. There must be an accurate gauging of temperament and character in working out this problem.

Evidently in this case the allowance of \$10 monthly was based largely upon the fact that the mother was not strong and so could not entirely support the other five children. But whether \$10 was too much or too little does not appear. A careful medical examination should precede a determination of how much work might be expected of her, and efforts may need to be made to provide just this amount for her. We do know that her family lives in the neighborhood; but what their part should reasonably be, taking into consideration their own circumstances, is not clearly outlined. Possibly they can only help in the care of the children while the mother is out of the home. Possibly they can supplement a bit with clothes or food, perhaps not. Should the thirteen- and eleven-year-old children have some of the custodial responsibility for the other children of school age while the relatives look after the two under school age in case the mother is allowed to do work away from home?

Having determined the income to be derived from the two working children, the mother, and the relatives, the difference between

this total and an estimated total of required expenses must be met by relief. If an increase over the monthly grant of \$10 is required, how shall it be raised? Can the grant be increased? If not, is there any natural source, such as a church or national society, which may be willing to supplement regularly. If not, a special fund raised by special appeal may become necessary. Then the upbringing of the children, as in the previously mentioned family, must be considered. What part did the father, who died but a few months previously, and who was engaged in a skilled trade, play in the rearing of his family? What are the characteristics of the older children, their weak and strong points? Is it a case in which a friendly adviser may be of assistance both with regard to the general family economy and with reference to the constantly varying problems of a brood of growing children, problems which are oftentimes not solved when both father and mother are jointly responsible?

We find in a third family that three of the more important social agencies of the city were interested in the family previous to the death of the husband, which occurred late in 1913 and was due to tuberculosis. The record showed that there were five children under fourteen, the mother was thirty-five, and the man had been a skilled tradesman. The overseer of the poor had given \$2.00 a week previous to the death of the father and immediately after his death a Funds to Parents allowance of \$10 per month was made. The mother was said not to be strong and therefore not able to work much. The family was not unknown to the other social agencies of the city in previous years and had not been without recognized problems.

There appears in no record a worked-out plan of treatment beyond the grant of the usual amount. Even with a capable woman, the largely increased responsibilities thrown upon her required the consultation and advice of someone of experience, particularly if there were no capable relatives to consult, as seemed to be the case. Furthermore, there was the added menace of tuberculosis, which required that an unusual degree of oversight and care be exercised to prevent any spread of the disease to other members of the family.

It will be observed that the mother was said not to be strong—

a very indefinite statement. The oldest child was within two years of working age, the others considerably under that age. The same questions regarding required income—whether the mother should earn any part of it, and if so, what part and what problems of child-rearing required attention—were present as in the cases already cited. In addition there was plainly presented the question as to whether in this case the mother, in her weakened condition, was able for the time to look after the five children, or whether in any case she should be relieved of the care of some of them for a time. The plan would also involve an inquiry into how the oldest child was progressing in school, what were her capabilities, when she should be able to receive working papers, what kind of work should be then found for her.

The lack of a proper plan in this instance cannot be traced to lack of previous knowledge regarding the family on the part of several agencies. It is partly due to lack of co-operative working together along commonly agreed lines.

In the fourth illustrative instance the father died in 1911. There were five children under fourteen. The widow was slightly over thirty-five years of age. In addition to the five children mentioned there was a sixteen-year-old boy. We are also told that an older daughter lives with relatives in a neighboring state and that another is married and is living in a city about 150 miles away. It will be remembered that we are dealing only with treatment during the year 1913. There is nothing in the records of that year to indicate that then or previously there had been any plan agreed upon. In 1913 the family was known to a church, to three other religious agencies, to the overseer of the poor, and to the Associated Charities. There is an indefinite record with reference to relief by agencies other than the Associated Charities.

As to the latter, relief of less than \$10 and medical aid for the children was provided. Late in 1913 the usual Funds to Parents grant of \$10 monthly was made. From the comments made in the previous illustrations it is scarcely necessary to restate some of the essential considerations in a proper plan for this particular family in which all of the agencies interested might have played their parts toward definite ends. Instead we have a

superficial crossing of tracks and no coherent recognition of the problems which must be studied.

DESERTION

Desertion is another of the most difficult disabilities to treat. It may not be considered in the same light as widowhood because the social influence exerted by each desertion case under treatment must always be taken into account. The spectacle, for instance, of rewarded desertion—that is, of the husband temporarily or permanently relieved of his responsibilities, the family in about as good shape as before he left, or in fairly good shape soon after his departure—may tend toward irresponsibility among other men wavering upon the border.

Desertion is sometimes premeditated, sometimes drifted into by men going out to look for work; it is sometimes due to intemperance or moral weaknesses, sometimes to temperamental infirmities of husband or wife. The inciting causes must be discovered and examined, and the plan must be formed upon the results of the examination. Sometimes this plan involves effecting a reconciliation or the elimination of interfering relatives. Again, it means a long hard search to find a man in another city and to bring him back to face court action. Sometimes it means arranging for him to pay stated amounts to his family weekly, and keeping him away from home. If the desertion is of long standing, the man having dropped out of sight years before, the family minus the father and husband must be planned for alone.

Let us look at a few cases selected to show in general how desertion has been dealt with in Springfield. But before doing that it may be noted that the survey found no fewer than 13 cases where the overseer of the poor was giving aid with no other information on file than that there was desertion, and with no request to the Associated Charities for a thorough investigation so that a plan of action might be developed. Whether the desertion was temporary or permanent, under no circumstances should relief in such cases be given by the overseer of the poor without the co-operation of the Associated Charities.

That society is bound to be in contact with many of the

families known to the overseer of the poor; it often has information which the latter has not; it may often secure information through sister societies in other cities; and its corps of volunteer workers may often carry out supplementary investigation and treatment which it is impossible for the much rushed overseer of the poor to undertake. Plans in connection with desertion problems deal with particularly delicate situations and are subject to rapid changes; therefore, there is need of unusually close co-operation.

The first of the illustrative records which one may here notice shows a family which had transplanted itself from a neighboring city. The husband had deserted to Springfield and the wife had followed him there with the four children, all under six years of age. We are told that the mother was lazy and dirty, would not care for the children or home, that the husband was willing to provide but had become discouraged. Most of the onus, in other words, was placed upon the wife, though it did not appear that a careful physical examination was made—a need which seemed to be indicated by the possibilities connected with the bearing of four children in four years. That might have been the reason behind the apparent laziness. The family was referred or known to the humane officer and to a religious organization; but neither of these two agencies, like the Associated Charities, was equipped to make proper investigations in the home city of the couple to learn about the personal connections of both husband and wife; what sort of bringing up each had had; what evidence the relatives on both sides gave as to personal characteristics of each of the parents, this being subject, of course, to careful comparative consideration and evaluation and sifting; whether the home life was at any time better or worse; all of this forming a basis for whatever plans might be made to bring such influences into the home, whether the family remained in Springfield or removed elsewhere, as would afford any guarantee against a repetition of the difficulties. It was not at all apparent that the factors, physical, mental, and temperamental, which have produced friction and may do so again in the future, have all been discovered, or the underlying causes discovered. It is by no means yet determined whether the man is one who should feel the coercion of the law even if placed on probation or should be

dealt with by milder means. The investigating should have been done by the Associated Charities which was also called into the case and which simply provided clothing.

It may perhaps be asked what possible lines of treatment are indicated by the comparatively meager facts at hand. They might have included physical building up of the mother, followed by constant personal pressure afterward for her to do her best in her home duties, this possibly involving some volunteer training in domestic science; they might also have involved some developing of backbone and family responsibility in the man.

In a second recorded case we have what was lacking in the first, co-operation with relatives and through this a return of the husband. The mother was forty-five years of age and there were two children. The father had been staying with relatives.*

Of course, the main end to be attained—the actual reuniting of the family with no hard feeling engendered on either side—was apparently achieved in this case by the Associated Charities, and very good work is indicated. Nevertheless it is not entirely clear whether advantage was taken of the opportunity to measure and evaluate accurately the factors involved, and to consider what means for protection against further difficulty—means possibly of a psychological character, based upon the temperaments and mental make-up of the husband and wife—might be developed. Desertion which involves a definite disappearance to escape family responsibility oftentimes indicates simple moral flabbiness, but desertion requiring reconciliation contains far more subtle mental problems. Sometimes the problems are evanescent, sometimes they are continuous and are a source of recurrent irritation.

We are informed by the record of another family that the Associated Charities secured a friendly visitor and also care during confinement for a wife of about forty, with five children, whose husband was separated from her—deserted, it appears upon the books of the overseer of the poor. Material relief amounting to \$24 was given by the overseer of the poor, \$5.00

* It is an interesting fact that among the plain, simple people known to the Associated Charities it is more often the husband than the wife who leaves home and returns to the bosom of sympathizing relatives.

or more by a church, and \$16 by the Associated Charities. Manifestly much more work was required. If no clues available led to the tracing of the husband, it is certain that the mother was liable to break down in an attempt to carry all of the responsibilities now thrust upon her. There may easily have been a question as to whether, for a longer or shorter period, one or more of the children should not have received care in an institution or have been boarded out. Much depended upon the attitude of the mother toward her husband; and it might have been wise to have had a complaint sworn out against him to be renewed each year so that his return, if he ever did return (and deserters turn up most unexpectedly), would have been signaled by his arrest. The relief was used to carry the mother over her most difficult time; but even when restored to health it was plainly a very large contract to throw all responsibility back upon her, even with a friendly visitor, without having worked out, in conference with some of the practical workers in the city, a more definite plan as to care of the children, amount of work which the mother ought to be expected to do, and when she should begin to work at all, what regular relief might be required, always conditioned upon the wife having no further dealings with the husband.

The sum and substance of our recorded information regarding another family is that the man had deserted; the wife was thirty years old (her first name being given); there were two children, ages not given; and \$15.50 in relief was granted by the overseer of the poor. No more absurd contrast between a situation and a remedy could be imagined. While it is true that the overseer of the poor is strictly a material relief officer, it is possible to have co-operation with other agencies, and this matter was not even referred to another, though there was an interval between the two grants which made up the \$15.50. It will be observed that this was desertion occurring in a comparatively young family, the wife being only thirty years of age and having only two children. It was a time to determine pretty accurately whether the encouragement of social agencies should be in the direction of reuniting the family or of persuading the mother to go on alone, having only two children to look after. Of course, this

could not be determined without an intimate knowledge of what the family life had been, the viewpoints and readiness to cooperate of relatives on both sides, the temperamental make-up of both husband and wife, the industrial record and the industrial ability of the man and the woman, the attitude of husband and wife toward each other, the true inwardness of the desertion which had already occurred, and other factors which could not be imagined without knowing a few more facts. The record does not show whether in any way the deserting husband could be found at the present time. Of course, present inability to find him does not relieve the necessity for considering the questions previously mentioned; for deserters are liable to return or to be discovered years after the desertion. What is necessary is always to have a working plan which includes the policy to be pursued if the husband is ever found.

MENTAL DEFICIENCY

Mental deficiency in either father, mother, or child is a most baffling difficulty in the struggle to raise the level of family conditions. If either the father or mother is affected, the possibility of a whole family of deficient children coming into being must be faced. Again, if it is the father who is mentally deficient, what is the effect on his earning capacity? If the mother, what does it mean to her homekeeping, her care of the children, particularly in the moral training of daughters? If the child, the question of suitable custodial care or custodial educational care is immediately raised.

We refer, of course, to all degrees of deficiency, not simply the ordinary forms of insanity and feeble-mindedness. Insanity, when once determined, pretty generally points to hospital care. Feeble-mindedness in adults, under present conditions, does not lead toward custodial care in Illinois. Feeble-mindedness in the child does, providing the state has room in its institution. Both in plainly evident cases of mental deficiencies among parents and in border line cases, other than insanity, it must be determined whether the family ought to be encouraged to hold together or should be broken up, and whether what is done or what is not done will help in the right solution of this question.

CHARITIES OF SPRINGFIELD

In the case of a child not eligible for various reasons for admission either to the insane hospital or to a feeble-minded institution, treatment in the home presents a tremendously difficult problem.

A reading of the Springfield cases made it quite evident that there were no data upon which to form an opinion as to the amount of mental deficiency present in the families under study. Only first-rate family rehabilitation work of a kind not yet known in Springfield, with the keeping of first-rate records, would bring out this handicap and in any appreciable way show its proportionate seriousness in complicating family problems.* While some other disabilities will show up even in very undeveloped stages of family work, though not in true proportions, as a rule only continuous intensive work will uncover the unseen, often unsuspected, but seriously handicapping mental weaknesses.

The Springfield record for 1913 is for the most part one of inadequacy. Thus, for example, in one family containing a husband, wife, and five children, we are informed by the case record that the wife is mentally deficient. It is evident that she is not considered to be insane, but over and beyond that fact we have no really accurate data to deal with this very difficult problem. Of course, the most painstaking sort of examination by one of Springfield's mental experts should have been arranged for with an idea of determining approximately whether the weight of influence should be put against the family remaining together, or whether the mother was only capable of looking after the younger children, or in what ways she was improvable through suggestion and education; what elements of strength would have to be brought in from the outside, either through relatives or volunteers; what instructions must be given the husband; how far the teachers of the older children should participate in specially supplementing the home training and in observing growing weak or strong tendencies in their charges; how often the group interested in the family should check up with the mental expert as to

* It was both interesting and significant that the new general secretary of the Associated Charities who took up her duties at the time of the field work of the survey quickly and continuously found herself troubled with these mental complications in families which have long been known to the Associated Charities, and which complications had never been considered in connection with other disabilities.

whether the progress of the family was upward or downward; in what way the birth of another child might affect the plan, and so on. As a necessary part of all this, all the children would have to be examined to note just their mental make-up. It will not do in such instances to rely upon the observations of lay people as to the apparent normal condition of children. Wherever there is any mental deficiency in a parent it is essential to know pretty thoroughly each child's make-up.

A fourteen-year-old girl, we learn, in connection with another family, is mentally defective and was in a private institution for wayward girls for one year. Upon her return she fell in with bad company and finally was voluntarily committed to a state reformatory. Only one agency, the juvenile court, came in touch with this family. It is not entirely clear from the record that a careful diagnosis of the girl's condition was made and whether either institution was exactly the right one for her. Everything being dependent upon a far more accurate diagnosis of her actual mental condition, it is idle to consider possible ways and means of treatment. Considering the institutional facilities of the state, it is possible that there was no other place where she could be sent. At the same time it should have been determined in this as in all other cases just what kind of mental deficiency is indicated. If the girl was a moron, nothing less than custodial care in an institution would meet the situation. But there are certain degrees of mental deficiency which may connote treatment in the home. There is very little in the Springfield record upon which to individualize treatment.

In still another case, the fifteen-year-old daughter of an insane mother was placed in charge of the probation officer and in 1914 sent to the state reformatory in connection with apparent immorality. It was extremely necessary that, even before being placed in charge of the officer, a very accurate diagnosis of the girl's condition should have been made. The experiment of probation might have been shown to be a very dangerous one, considering the girl's mental make-up, or if she was essentially sane, the diagnosis would have indicated what special safeguards should be thrown about her. The probation plan was a failure. It might have been so anyway, but it is a pretty safe rule in the

case of delinquent children, especially in the case of girls who are inclined to sex waywardness, to be informed as soon as possible very accurately as to their mental condition.

If one thing more than anything else characterizes the present work of progressive associated charities and other similar organizations, it is increasing attention to mental deficiencies of all kinds, their proper treatment through careful planning along psychological and psychiatric lines, in cases where hospital or custodial care is not necessary. Unfortunately it cannot be said that Springfield has gone very far in developing this kind of service, since the first essential—carefully recorded mental diagnoses—is not a regular part of the local charity work.

INTEMPERANCE

Intemperance is not by any means incurable, but its treatment requires thoughtful effort and resourceful planning. It must be fought with different weapons for different men (and sometimes women) with different make-ups. Treatment which merely helps the family along and decries the vice should not be encouraged. The habit itself must be attacked along lines which look the most hopeful of results. If in a given case it cannot be lessened, there may come a time when the breaking up of the family will need to be considered and undertaken. Let us notice a few cases showing the handling of intemperance in Springfield.

Constructive work to some degree is shown in one local instance wherein, through the efforts of the Associated Charities, the wages of an intemperate man, who was a skilled artisan and did not lose employment on account of his infirmity, were consigned to his wife. During the year a little over \$100 was received from the overseer of the poor, as well as about \$20 from the Associated Charities. These expenditures were justified on the ground that the wife was suffering from tuberculosis. So far as it went this treatment was good, but of course it was limited. While temporarily at least the economic effects of the drinking, so far as the wife was concerned, were apparently reduced to a minimum, there was no reason to expect that there would not be complications with the money coming to her directly. There is still the personal influence which the husband may exert to divert money

his way by the use of persuasion. The worry and mental embarrassment would still be present. There were four children under fourteen in the family. The question needed careful consideration as to whether the health of the wife, just at this time, combined with the partial irresponsibility of the husband, would make it desirable for her to be relieved, for a time, of the care of them all. Then too some plan should have been attempted with reference to the intemperance itself. This might have involved the interest of the church or of a man volunteer visitor to develop purely friendly relations with the husband, to be followed by definitely friendly and interested pressure and watchfulness in stiffening up his power of resistance. This would have involved considerable knowledge of habits and of propensities, and an attempt to divert the man's energies into the direction of other forms of recreation or of a renewed interest in the pleasures of his children.

A summary of the record of another family known to the Associated Charities and consisting of a husband less than forty years of age, a wife a few years younger, and three children, would indicate that it was considered that no family need existed because the man was a chronic inebriate. Of course every sort of need existed. When the last definite plan of hopefulness with reference to the man had failed it would then be a case of considering whether the welfare of the children, moral and otherwise, was being seriously jeopardized, and whether an attempt should be made to bring them into the juvenile court.

Again, a motherless girl of eleven was released on probation to her father on condition that he stop drinking and remove to a suitable abiding place for himself and his child. He had been living in some very bad basements. The family was followed for three months only after this action. At the end of that time the living conditions were not changed and no later visits were made or any other action taken. This family was known only to the juvenile court, and it is unfortunate that the co-operation of other agencies was not secured in working with the court. The problem was more acute because there was no mother to serve as a buffer and the girl was reaching a dangerous age. There are many cases where the appeal to the moral side alone is not suffi-

cient. Such an appeal is involved in all simple pledges or promises or agreements in which the entire responsibility for the necessary transformation in conduct is left with the offender. As long as the child was allowed to remain with her father, nothing short of a pretty careful oversight by a volunteer involving definite disciplinary treatment, and if necessary treatment of the strong arm or some other sort should have been arranged.

We are unable to find any constructive treatment provided in another family where the mother was ill, the husband being reported as intemperate and apparently not properly providing for his family. The mother was sent to the hospital, a temporary home was found for the three children, but so far as the man was concerned we find no record of any attempt at correction either by coercive, persuasive, or physical treatment. The situation apparently would at least warrant the beginning of non-support proceedings, which would force the father to contribute toward the support of his children wherever placed.

In a community where effective family rehabilitation work has not been developed, coercive methods, such as court proceedings, offer the greatest hope of results. The application of more careful study, and of mental treatment, to an intemperate person comes only when investigation and treatment itself have reached a good degree of excellence. It should be stated, also, that in Illinois there are no satisfactory corrective institutions for the care of inebriates, which much complicates the possibilities of successful treatment in difficult cases.

TUBERCULOSIS

Tuberculosis has often been called a family disease. By that is meant that much strength of character in the patient himself is required to successfully combat its progress; that the disease is so insidious in its method of infecting its victims, so seemingly harmless in its earliest stages, so often prolonged even where the outcome is fatal, so vitally affected by all psychical as well as physical conditions, as to make impossible its treatment in the family group apart from the other problems of the family. Only in the isolation of a sanitarium does the problem become a preponderatingly individual one.

It is fortunate that between the two largest social agencies in Springfield dealing with families in their homes, which have permanent offices and paid staffs, namely, the Associated Charities and the Tuberculosis Association, cordial and close relations have always existed. There has been a pretty clear understanding of the division of work between the two. This was in substance that the Tuberculosis Association would look after the home hygiene and nursing side as well as the sending of patients to sanatoria, and, in some cases, through its special fund, pay for the care of the indigent ones in the Open Air Colony, while the Associated Charities would take hold of the family problems, including the one of supplemental relief, with those families whose resources were not sufficient to justify their being left to work out their own destiny, with the educational advice of the Tuberculosis Association. We use the word "resources" in a large sense, by no means limiting it to financial resources. We mean to include mental and moral resources found not only in the family but its relatives and other connections. The Tuberculosis Association is occupied mainly with educational work in people's homes, and of course deals with many families which need this service only, but the proportion of families dealt with needing other services also is large.

The presence of tuberculosis in a family, instead of being an isolated problem, is one which affects and is affected by every other—by habits of life, by moral stamina, by mental equipment. For instance, a particularly good and affectionate family group may unconsciously and perniciously aid the foe by kissing, and by humoring the wrong notions which a patient may evolve. It is peculiarly difficult, therefore, to comment upon the thoroughness of the planning in connection with records as incomplete as those found in Springfield. Take the matter of mere technique to prevent infection. Only those who have intimately dealt with tuberculosis can realize the numerous pitfalls which are presented by a family's habits and lack of reasoning powers. We do not refer to pure obstinate carelessness, but to the many instances in which families trying to do the right thing fail. The cases of simple obstinacy and brutal neglect of precautions will be indicated in such records as Springfield furnished, but not

the many other points involving more technical social service. Then, too, the obvious problem of the husband's intemperance may be pictured, but not the pessimism of the good husband and the indifference of children which may be unfavorably affecting the recovery of the mother of a family and may be increasing the dangers of infection. We are beginning to realize that the psychical aspects of tuberculosis are as important as the physical, as indeed they are in all diseases, only more so in tuberculosis. For these reasons we do not think it profitable to discuss any records under this heading in an extended way, but simply to comment upon a few with reference to the apparent adequacy of the financial plans and the adequacy of co-operation, particularly that existing between the two agencies previously mentioned, upon whom must fall the larger part of the burden of home care of tuberculosis.

We find in one family that tuberculosis had attacked the father, the mother, two breadwinning children, and two younger children in a family group of 10. Home treatment was apparently sufficient in the case of the father and the oldest son, and apparently they did some work at least. But the young girl of working age had to be sent to a sanitarium, and during her absence the Associated Charities raised a fund of \$110, largely drawn from three co-operating churches, to replace the lost earnings and so to prevent the family from becoming too stinted in income. There were both co-operation and financial planning apparent here.

We are not sure but that a reference should have been made to the Associated Charities in the case of another family, where the husband and father was suffering from moderately advanced tuberculosis. His wife was middle aged. There were three girls of working age, one earning \$3.00 weekly, another a small amount not indicated, possibly \$5.00 weekly; the third, a girl of fifteen, not working; and two younger children. A married daughter living in a nearby city is reported to have the disease in an advanced stage. This would seem to be a case in which some economic problems would have to be worked out, especially in view of the fact that two members of the family, though one was now away from it, had fallen victims of the dis-

ease. The occupation of the man indicated that when well his earnings ran between \$50 and \$60 monthly—at best never in receipt of a large income. A determination of proper income and how it should be raised, including the question of the working of the fifteen-year-old girl, was evidently required. As a matter of fact, we learned that a church did give \$7.43; another church society was interested but no plan was apparent.

One of the most interesting families was known only to the Tuberculosis Association. It consisted of a middle-aged couple with nine children. The father was earning \$12 weekly. A boy had tuberculosis. Three children of working age were in school. Considering the wage of the father and the necessary additional expense involved in the proper care of the patient, it is evident, we believe, that some economic readjustment was necessary; possibly the deferring of further schooling for the time being on the part of one child who would seek employment, or arranging for other source of additional income.

There was very good co-operation in another case where a young girl under treatment by the Tuberculosis Association was living with a father who, though able, was failing to properly care for her. The Associated Charities provided a tent and other appurtenances and secured the assistance of relatives who took charge of the girl.

Our general conclusions from an examination of the records was that the co-operation between the two agencies previously mentioned was one of the most encouraging things about the Springfield situation, and that upon it may be developed a far more efficient and comprehensive working together.

In all, 84 families were treated by the Tuberculosis Association and of these, non-medical agencies were interested in 23.

SICKNESS OTHER THAN TUBERCULOSIS

It has been seen that a very large proportion of the families recorded in 1913 as disabled were in that condition on account of sickness other than tuberculosis—approximately two-thirds from these other causes. And if we add the families in which blindness or crippled condition played a part, the proportion is further increased. Part of these were cared for outside of their homes,

and the character and needs of that kind of work have already been discussed. As for the remaining considerable number of families disabled by sickness, but which could not be treated outside their homes, the records tell practically the same story of inadequate attention as that already indicated and illustrated in connection with other disabilities. In some cases, showing a more obvious need of medical care, the home care was provided, and resulted in the recovery of the ill member and in a consequent improvement of home conditions; but in general it must be said that investigation of the facts of the cases, their recording, and any adequate planning and treatment were absent.

Moreover, it should be pointed out that some of the sickness in these families is of a type recognized as largely or wholly preventable. It should be reduced not only as a health measure, but as a charitable endeavor. Important as is the work to reconstruct and rehabilitate families already disabled by sickness, it is still more important that the activities of the community along public health and sanitation lines be so improved as to reduce the amount of sickness to a minimum.*

IRREGULAR SCHOOL ATTENDANCE

Irregular school attendance is within our definition of disabilities in that it signifies subnormal conditions in the families. Aside from its importance as affecting the educational opportunities of the children concerned, it often involves problems of child labor, illness in the home, family dependency, and other handicaps. It is not to be regarded as merely a police problem of locating truants and returning them to school: but rather as a problem requiring careful thought and planning, as in the cases already discussed—planning aimed at restoring the family to normal conditions.

The importance of irregular school attendance as a community problem was so little recognized at the time of our investigations in Springfield and was so inadequately revealed by the data available as to deserve special emphasis here.†

* For a presentation of the local public health situation and a health program to meet present needs, see Schneider, *op. cit.*

† Since the survey field work, some improvement has been made in the activities aimed against truancy, but the situation has not been greatly changed.

Previous to 1914 no records of value were kept by the truancy officer; at least no such records were on file in the office of the board of education. Beginning the first of the school year 1913-1914, an index was maintained which up to the time of the death of the incumbent, early in 1914, contained a reference to children in 65 families—sometimes to more than one child in a family. Of these 65 families, 40 were not known to other agencies. In addition to the remaining 25 families which were known to one or more social agencies, only three cases of truancy were noted in the records of these agencies; that is, out of a total of 1,724 Springfield families known to agencies other than the truancy officer, only 28 appear to involve irregular school attendance.

This is almost certainly an indication of insufficient scrutiny and recording of the important elements in cases needing assistance rather than an indication of an unusually small amount of absences and irregular attendance. This conclusion was borne out by a special investigation made of six families chosen with no reference whatever to this particular disability. The families made a surprisingly large showing of child labor and school attendance problems.*

Obviously, irregular school attendance will affect the quality of the school work done by these children. In order to get some indication of results of this kind, a study of the school progress of children in a number of families receiving aid was made. The test could not be applied to our total of 1,764 families without asking too much time of teachers and others. It was decided, therefore, to take all of the families known actively to the Associated Charities and whose children were attending public (not parochial) schools between February 1, 1914, and April 15, 1914—the ten weeks next preceding the field work of the survey, and in the middle of the school year. There were 49 such families.

Through the co-operation of the teachers and principals a report was obtained for all the children of school age in these families. It was found that in 38 out of the 49 families there were one or more children "over-age"; that is, two or more years

* For a discussion of child labor in Springfield see companion report, Odenrantz, Louise C., and Potter, Zenas L.: *Industrial Conditions in Springfield, Illinois.* (The Springfield Survey.)

older than the ordinary age of their respective classes. In only 11 families were there no over-age children.

Again, 109 school children were found in these families. Of these 55, or about 50 per cent, were over-age, while 24 were three years or more over-age. In the study of all school children made in the public schools section of the Springfield Survey the per cent of over-age children in the elementary school population was found to be 24.* Thus in this little group of families we find the per cent of over-age children more than double that in the entire city. It should not, of course, be hastily assumed that the total of families requiring one form or another of social service would show the same high percentage. In families known exclusively to the medical agencies, for instance, there would in all probability be a smaller proportion of over-age children than among those known to the Associated Charities. Nevertheless the families coming to the Associated Charities represent no particular type of people, but all types; and with due allowance made for the fact that some of the backward condition of children may be due to inferior home environment or mental development, the unwholesome effects of irregular school attendance are still seen in the very high proportion of backward children in the group studied.

An inquiry into the attention given in these cases showed it to be inadequate to reduce these unwholesome effects to a reasonable minimum.

Up to the middle of April of the school year beginning September, 1913, the 109 children were absent an aggregate of 2,064 days, an average of 19 days each. The reasons given for absences in 94 instances were ascertained, and are classified in Table 6 on page 92.

The absences on the ground of illness, the reason given in the largest number of cases, were not always backed up with proper certification.† Illness, uncertified, may of course cover a multitude of other things; it may become a sort of omnibus excuse.

* Ayres, Leonard P.: The Public Schools of Springfield, Illinois, p. 50. (The Springfield Survey.)

† For further discussion of proper certification for absences, see section on reorganization of the school attendance bureau, p. 146 of this volume.

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TABLE 6.—REASONS GIVEN FOR 94 OF THE ABSENCES FROM SCHOOL. SPRINGFIELD, 1913

Reason given for absence	Absences
Illness of child.....	50
Illness at home.....	8
Needed at home.....	15
Lack of shoes or clothing.....	6
Indifference.....	4
Neglect.....	3
Mental deficiency.....	3
Truancy.....	1
Left city.....	1
Sells papers.....	1
Storm.....	1
No apparent reason.....	1
Total.....	94

But there were other special data obtained from the school records, not included in the above table, which show something of the laxness prevailing with respect to compelling a better use of the golden school days of youth, laxness which can be done away with only by better understanding and co-operation between the schools and social agencies. Among these were the special explanations of absences. A few examples follow:

- Stopped school to work. Age 13.
- Absent to work (18 half days). Age 13.
- One leg gone.
- Absence due to distance from school.
- Truant and re-entered in March.
- Entered September 22d, left October 31st. Working. Age 13.
- Enrolled for 10 days only.
- Absent 48 days, lives long distance from school.
- Absent 55 days, lives long distance from school.
- Goes to dispensary. Age 10.

A social worker in the city reported frequently finding children at home from school in the families she visited. In one instance several children in one family had not been entered in school again since the family had moved from one school district to

another a month or two before, although the fact had been reported to the principal twice. In another instance this social worker reported to a principal that a child was out of school; and the principal said the father was ill and the child was needed at home. The worker explained, however, that the father was not confined to his home and that the child was not needed.

In another case a principal considered it a valid excuse for a boy to stay out occasionally to peddle.

Again, during the course of a special medical investigation in one school, it was discovered that one child had been out of school for a whole year taking care of a baby.

Still again, our investigator on one occasion saw a number of children of school age playing in the streets during school hours. The principal of the public school nearby said they must belong to a parochial school which was having a holiday. But the parochial school was visited and it was discovered that school was in session.

The laxness was not all on the side of the schools; the social agencies had not fully measured up to their responsibilities in dealing with this important problem. For instance, there has not always been insistence by the agencies upon the return of children to school, and unnecessary absences have sometimes been condoned. On the other hand, in the light of some of the illustrations given, it is only fair to question whether the social organizations have not sometimes been handicapped by the attitude of the school officials themselves.

One of the great needs, to reiterate, is a tonic strengthening up of the co-operation between school and social agencies in the oversight of children in families struggling with problems of subnormal living. Recommendations for improving the work directed against irregular school attendance are presented in Part Four, dealing with the social agencies of the city.

NON-SUPPORT OF FAMILY

Desertion of family always involves non-support of the family, but non-support does not by any means always involve desertion. A man may be living with his family, for example, and still fail to support it. To see just how effectually non-supporters

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who could be gotten hold of were being dealt with by court action in Springfield, an examination was made of the non-support proceedings (called abandonment proceedings) in the county court. It was found that in 1913, 28 cases of abandonment were brought by the state's attorney, upon complaint of the wives in practically every case.

The status of these cases at the time of the survey was shown by the court records as follows:

TABLE 7.—STATUS, AS SHOWN BY COURT RECORD, OF 28 CASES OF NON-SUPPORT. SPRINGFIELD, 1913

Status of case as shown by court record	Cases of non-support
Pending	10
Pending result of divorce suit	1
Pending, defendant deserted	3
Paroled	1
Defendant ordered to make weekly payments to family ^a	4
Defendant dead	1
Stricken from calendar	8
Total	28

^a The amounts were \$1.50, \$3.00, \$3.00, \$4.00.

This is not exactly a good record. Judging from this and the facts in our registration of families, very little progress was being made in the solution of the non-support problem. We have indicated several instances in the fragments of family histories given, wherein the husbands and fathers were not living up to their responsibilities. Our records could offer many more if necessary, and in still other instances non-support is concealed in records which are too meager for us definitely to attempt any classification. That non-support was one of the serious unchecked evils in the social field in Springfield was quite clear.

It is observed from the table that court orders had been issued in only four instances. We may presume that paroling may be effective in the one instance where it was tried. In three of the "pending" cases the husband had actually deserted. It is likely that some of the other pending cases have this complica-

tion also. In eight instances the cases have been settled outside of court—stricken from the calendar. Adding say four of the pending, we have 12 cases where the wife had probably yielded to the eloquence of husband, relatives, or others. Now if this had meant the actual improvement of home conditions, there would be no need of further consideration. But we know, from a general knowledge of the Springfield situation, that such disposition did not mean this in all cases. Later in our special investigation of a number of families one of the above families was visited, and the very bad conditions found tended to bear out this conclusion.

The failure to bring more such cases to court, and the failure to pursue to the end more of the cases brought, was due to the fact that there was no organization in Springfield which made this its business, both by giving these cases careful attention and by giving moral backing to the wife for carrying the proceedings through. The state attorney's office informed us that no case in 1913 could be recalled in which anyone excepting the wife came in and asked to have the papers made out. Thus the wife is often in a position of complete isolation, with no one urging her to remember her duties towards her children as well as towards her husband.*

INCOME AND COST OF LIVING

In any consideration of dependency it is necessary to cover questions of income and outgo, both with reference to all families given assistance and with reference to those families in which continued material relief is necessary. This is true in general because of the vital connection between wages on the one hand and family well-being, physical and otherwise, on the other; and it is true of families receiving relief, in particular, because the determination of the right amount of supplementary relief depends upon an accurate summing up of income and outgo, and an estimate of what the family actually requires. Those determinations are involved in the principle of "adequate relief."

* In the period between field work and publication of the survey findings some improvement has been made in bringing legal influence to bear upon non-supporting husbands and fathers.

The attempt to set a figure on the cost of living immediately raises the question whether a minimum standard of living can or should be determined upon. While at one time social workers were inclined to regard such minimum standards as arithmetical positives which must be ascertained and rigidly adhered to, it is now affirmed by a growing group that at best they can be only approximate variables. There can be no absolute standards; such standards as we may succeed in working out must be used as principles, not as measuring sticks. To take a parallel example, we know in the consideration of a family in which there is tuberculosis that we should make every effort to prevent the spread of the infection. That is a principle; but in its application there are endless variations and complications, depending upon the peculiar family conditions in each case. So here it is impossible for one to say, "Every family must have exactly so much income," or "Every family must have exactly so much supplementary relief." What can be said is that "Here are some gathered data which give us certain standards as to normal needs and costs, and which we may use as guide posts." We can easily determine, for instance, that an income of \$3.00 per week against needs standardized at \$6.75 for a certain sized family is insufficient. We cannot say that an income of exactly \$6.75 will meet the situation and is the least amount which will; but if it falls very far short of that we can say that it is too small.

Rents

Now the records of family rehabilitation work in Springfield throw far too little light upon the cost of living. The only old records in which much attempt had been made to record systematically occupation, wages, and rent, were the records of tuberculous patients in the tuberculosis dispensary.* On only one of these items—rent—were there sufficient data available to make tabulation worth while.

In 83 out of the total of 1,764 records of families, rent was distinctly recorded. The grand total of monthly rent in these

* Since the field work of the survey the Associated Charities has been making careful note in its records of occupations, duration of employment, and wages of families with which it has been dealing.

83 cases was \$664, the number of persons involved was 399, giving an average of \$1.66 per person per month.

In 53 out of the 83 instances the number of rooms occupied was recorded, the total number being 167. The total rent charged for these 167 rooms was \$392.50, so that the average rent was \$2.35 per room per month. The highest rent recorded was \$12 for two rooms, and the lowest, \$5.00 for two rooms.

In 10 of the 53 cases there were two rooms; in 25, three rooms; in the other 18, four rooms. For 53 families embracing 245 persons, there were 167 rooms, or an average of 1.47 persons per room.

The average rent per family, irrespective of numbers, was roughly \$8.00. In only 12 instances was the rent less than \$6.00; in 22, it was between \$6.00 and \$8.00; in 49, or 60 per cent, it was \$8.00 or over. Rent per family has almost as much significance as rent per room, because houses are rented in Springfield—not tenements. According to the United States Census of 1910 there were in Springfield 11,905 families living in 11,214 houses.* In other words, there were practically as many dwellings as there were families, while in all Illinois cities of 25,000 or over the proportion was 1,698 families to each 1,000 dwellings.

On the basis of these facts it would seem fair to assume a minimum expenditure of \$8.00 for rent for the normal family of from three to six persons requiring three or four rooms. The small number of cases used in arriving at this estimate should, however, be kept in mind.

Food Costs

An attempt was made to ascertain whether any of the social workers in the city, in connection with local relief work, had any rough and ready approximations of food costs. No evidence that such approximations were in use could be found. As a matter of fact, systematic continuous relief had seldom been given in the work with families in Springfield. Even in cases of continuous relief, like the Funds to Parents allowance, for instance, the amounts seemed to be given upon some rule of thumb basis

* United States Census for 1910.

rather than on a basis of ascertained need, \$8.00 or \$10 being given to families of many sizes with widely varying incomes.

It was not possible in the Charities Survey to go into a searching investigation of cost of living; but it did seem advisable and necessary, in connection with subsequent work with families in the city, to gain at least an approximate idea of the cost of food.

A suggestive set of menus for meals for a family of six, based on an average daily cost of 95 cents and planned for periods of two weeks, has been worked out by Miss Winifred S. Gibbs, dietitian and teacher of cooking of the New York Association for Improving the Condition of the Poor.* "When you use the first set of bills of fare," writes Miss Gibbs, "remember they show you only the very smallest amount you can give the family to keep them well." These menus were submitted to Miss Cleo Jennings, manager of the local Young Women's Christian Association cafeteria, for comparison with Springfield prices of the present day. Miss Jennings was peculiarly qualified to make these comparisons because she not only bought in bulk for the cafeteria, but sold, at current retail prices, materials required for the use of the cooking classes of the Young Women's Christian Association.

A detailed statement was made by Miss Jennings of the price in Springfield of each item listed by Miss Gibbs in her menu for one week. The following table gives for each day of the week the amount by which the total cost in Springfield of the materials itemized for that day exceeded or was less than their total cost in New York in 1909, the date of Miss Gibbs' study.†

The items of food used in making these comparisons included milk, cornmeal, sugar, rice, beef heart, prunes, coffee, tea, cocoa shells, butter, bread, potatoes, tripe, molasses, oatmeal, apples, and a few others. It is seen from the table that the net cost of the week's supplies was lower in Springfield by approximately 8 cents. Now at 95 cents a day the weekly food cost was \$6.65. Of this amount 8 cents is only about 1 per cent. Thus the figure

* Lessons on the Proper Feeding of the Family, pp. 8 ff. New York Association for Improving the Condition of the Poor, 1909.

† For comparison between Springfield and New York of the costs of various items of food used, see Appendix E, p. 173.

CHARITIES OF SPRINGFIELD

\$6.65 may be considered to approximate the minimum weekly allowance for food for a normal family of six. But as stated before, this is to serve only as a guide, not as a measure.

TABLE 8.—DIFFERENCES IN FOOD PRICES FOR IDENTICAL MENU BETWEEN NEW YORK, 1909, AND SPRINGFIELD, 1913

Day of week	Springfield prices as compared with New York prices	
	Less by	Greater by
First day	\$.01	..
Second day . . . . .	.07	..
Third day . . . . .	..	\$.05
Fourth day . . . . .	..	.08
Fifth day . . . . .	.06	..
Sixth day . . . . .	.03	..
Seventh day . . . . .	.04	..
Total	\$.21	\$.13

Springfield prices for the week less than New York prices by 8 cents.

No attempt was made to estimate the other items in cost of living, because an endeavor to reach even a distant approximation within our time limits seemed impracticable.

We now have at least some rough conception of what food and rent costs mean to families with small incomes. In addition the cost of clothing must be met, to say nothing of other expenses involved in any approximation of normal living. On the basis of this we at least know that we cannot expect a widow to support herself and three children on \$3.00 or \$4.00 a week. And we know also that in work aimed at rehabilitation, at really setting people on their feet and restoring normal home conditions, the economic factors may not be disregarded.

We may go further. As in the case of families disabled through sickness, so with families disabled because of inadequate wages, unemployment, intermittent employment, or other unfavorable economic conditions; work aimed at removing or changing or preventing such conditions is of first importance.*

* For discussion of wages and home conditions see Odencrantz and Potter, op. cit.

And in all of these connections the social agencies need to establish at least some general principles for determining family income needs—principles founded on more thoroughgoing study of the facts of local costs of living than was here possible. The figures presented, as already stated, are intended merely as makeshifts and illustration for the rehabilitation work until this further inquiry can be made.

SUMMARY

To sum up the main features of the situation in Springfield with reference to family disabilities and treatment:

It was found that over 1,750 families were not able to function normally and received some kind of social service from social agencies in 1913, the year studied. Although modern methods of co-operation in social work would presuppose that a very large proportion of these had become known to at least two organizations in the city, the number known to only one agency was 1,467, or over 80 per cent of all. The usual center for coördinating work for families, the Associated Charities, knew only a few more than 200 families out of the total of 1,764, and some of them were known only to it.

The records of the organizations showed the factors in family conditions which signified subnormal conditions to be widowhood, tuberculosis, sickness other than tuberculosis, desertion, mental deficiency, intemperance, unemployment, irregular school attendance, crippled conditions, blindness, and non-support. In much the largest proportion of families only one disability was recorded per family, which in view of other local facts and of experience elsewhere in family work, immediately raised a question as to whether attention was being given to all needs of the families under care.

In the case of 169 families recorded as having two or more disabilities per family, sickness, widowhood, desertion, intemperance, unemployment, and irregular school attendance were seen to combine as important factors in family dependency.

Having classified the families according to the recorded factors contributing to their subnormal condition, the records in each group were carefully studied. This study, together with facts

such as the foregoing, led to the formulation of certain general conclusions regarding the charitable work of Springfield. There were some exceptions to the conclusions, of course, but in the main they held true.

First, the data recorded by the local agencies responsible for family care were very incomplete.

Second, although recognizing that in many cases disabilities and other facts were probably ascertained but not recorded, it was evident that investigation of conditions in homes was not thoroughly and systematically made.

Third, inasmuch as comprehensive and intelligent treatment depends upon a broad basis of fact, it follows that this kind of family treatment was not possible with the insufficient investigations and record keeping found in Springfield.

Fourth, in consequence, what was accomplished in actual rehabilitation, that is, toward the restoration of families to independence and normal living, was largely fragmentary.

PART FOUR
SOCIAL AGENCIES DEALING WITH FAMILIES

VIII

PRIVATE AGENCIES PROVIDING SOCIAL SERVICE

THE ASSOCIATED CHARITIES

Ordinarily the work of the Associated Charities covers a very broad field. It is aimed to help those who are dependent or otherwise in abnormal conditions. In order to get some idea of the type of calls for service which come to this organization, a quick review was made of the problems which came up for treatment in some twenty days just preceding the survey. The period was not midwinter, when family problems are likely to be most acute, but in the late spring. The number of cases involving either new problems or new phases of old problems which demanded attention exceeded 50 (in the winter months of 1915 the number exceeded 200), and represented a great variety of needs. Here, for example, was Mrs. W——, who came to the organization asking for help. She had one child of twelve, and had separated from her husband. His whereabouts was not known. The woman showed signs of tuberculosis, but was unwilling to be examined. She was proud and loth to receive aid, but her day's work did not bring in enough to meet her needs. The Associated Charities was asked to help.

In another case the husband was shiftless and seldom worked. The wife supported the family by washing, and the children were out of school for lack of clothing. A boy of twelve had been taken out of school to work, the work certificate being secured by false swearing as to his age. The family asked for assistance and the Associated Charities was called upon to decide what kind of assistance would be best, and then try to provide it.

Again, the aid of the Associated Charities was asked for a mother and her illegitimate child. The woman was keeping house with her sister. The father of the child was sending her some money, and she stated that he had been in town twice not

long before. She refused to tell where he was staying or for whom he was working. Her mother, living in a nearby town, had been visited for help, with no helpful result. The woman was in need of assistance.

Still again, in another family, the father was ill and the mother mentally deficient. There were four children, one over fifteen who was not working, and one of twelve; another who was a cripple; one daughter was married. The home was dirty and insanitary, and the family needed attention.

Thus, through the 50 cases, the problems involved in putting the families on their feet again were of many kinds and complex. In every case the service needed, if it were to be upbuilding in its effect, was more than the mere giving of food, fuel, and shelter, necessary as that may have been as a part of the treatment. The calls were for many kinds of service.

To cover this field of work the Associated Charities had, at the time of the survey, a staff consisting of a superintendent or general secretary and an office helper. The superintendent had previous experience in social work but did not have special training for the Associated Charities field. As this report goes to press, however, the superintendent, who had been quite conscientiously bridging over the period until the work could be reorganized, transferred her endeavors to a field of work more in line with her past experience, and a new superintendent, secured as a result of the survey and upon the recommendation of the writer of this report, is taking up her duties in Springfield.*

The offices of the organization on the top floor of the city hall provided sufficient space for the present, but they were in serious need of rearrangement. The present office of the general secretary should be transformed into a reception room and the present store room divided up to provide office space for the general secretary and an assistant secretary. It may be necessary to use glass partitions for the proper lighting of the different rooms. Such a rearrangement will be made possible when the Associated Charities turns its clothes depot over to some other

* In the period since the survey field work the office helper was replaced by a stenographer, thus facilitating the office work and releasing some of the secretary's time for more important duties.

organization of the city, as recommended in a later section of this report.

An examination of the records of 1913 revealed in the first place a very poor system of record keeping. A number of extremely capable Springfield women working as volunteers on the survey had great difficulty in discovering what was the basis of fact and what were the essentials of the plan upon which action was taken in the cases under treatment; in some instances they could not even discover what action, if any, had been taken. Thus, while occasionally records showed flashes of excellent treatment here and there, in general it must be said that they revealed no high standards of work in the direction either of thoroughgoing investigation or comprehensive treatment. In many instances it seemed to be a case of drifting along. This was undoubtedly due in part to the very heavy burden of work to be carried with only a small staff of workers provided.*

Almost the first effect of the survey came as a result of the volunteer work of these Springfield women. They, some of them members of the Associated Charities board, and the secretary at that time, were convinced of the advisability of better record keeping, and set about reorganizing the system and installing new methods in line with practical experience elsewhere. The records of each family have been brought together and properly indexed.

The improvement in office methods should be extended to cover one or two other matters. Telephone orders on stores, for instance, were not followed immediately by written orders confirming them, but the secretary would make a note of orders and send confirmations at the end of the month. Orders were made from a book which required the filling out of a stub. Then, when bills came in at the first of the month, the orders were checked with the stubs, and not with the case records, to see if the items had been properly entered. Instead of this method we should suggest the issuance of the written order immediately

* Improvements were made in investigational methods and the treatment of cases during the interval between the survey field work and the issuing of the report. Among these was the appointment of a committee which, during the acute unemployment period in the winter of 1914-15, planned and carried out a scheme for furnishing work to needy applicants out of work.

after the telephone request so as to prevent error in amount, and so forth; also confirmation of the correctness of the relief entries in the case records by checking them with the monthly bills.

Handling Special Funds

Another matter of office routine had to do with handling funds. Special contributions for relief were received and expended by the secretary. A record was kept of them, but the money, being in comparatively small amounts, did not pass through the treasurer's hands and no formal receipts were required. Moreover, this special fund was used as a "petty cash" fund. Most expenditures were by orders on different stores, the bills were paid by check once a month; but small expenditures were made from the cash on hand in the "special" fund and no voucher is taken for it. The system should be changed so that all moneys received will pass through the treasurer's hands, and vouchers should also be obtained for all expenditures. This may be easily effected by having two bank accounts, one for the general fund and one for the special fund. Furthermore, an effort should be made to develop the special case appeal plan; that is, appeals personally or by letter on behalf of individual families, made by paid or volunteer workers.

Co-operation and Community Movements

The review of the 1913 records also revealed a considerable amount of co-operation with other agencies, particularly with the Tuberculosis Association, the overseer of the poor, the humane officer, some of the churches, and the Home for the Friendless.* But so far as could be ascertained, this co-operation was unsystematic, excepting in the case of the Tuberculosis Association. The relations between the other agencies and the Associated Charities, while generally cordial, were often of a superficial character. This organization, which ordinarily would be the point of contact for many pieces of co-operative social work, was not living up to its opportunities or its responsibilities.

* More recently, co-operation from the St. Vincent de Paul Society, the city physician, the school nurses, and the woman deputy sheriff has improved.

CHARITIES OF SPRINGFIELD

While we would not disparage for a minute the hard service of those who have been the secretaries of the society nor that of members who have been actively interested in the work, it nevertheless should be said that the conditions found at the time of the survey led inevitably to the conclusion that the organization was still thinking and acting in terms of an earlier period of charity



CHARITY AND SPRINGFIELD HOUSING

One chief aim in modern charity work is to eliminate abnormal conditions of family life and to promote normal conditions, whether the conditions relate only to the particular family or are of a general character. Important in such a program of work is the establishing and maintaining of reasonable housing standards throughout the city

work. To the rapidly developing standards of family rehabilitation it had but faintly responded. This was further indicated by the fact that the income of the organization had remained stationary for many years and that the superintendent has been obliged to struggle along with insufficient help. Until within the

last year, moreover, the society has not recognized the importance of professional equipment for the person filling its superintendency. Not only has this left its serious impress upon the family work, but it has made it impossible for the superintendent to assume a position of leadership in community movements.

The Associated Charities had not been active and prominent in connection with the social activities of the city—the movements looking toward improvement of conditions. Its relation to the other agencies of the city, as well as to neglected families,—it being in fact the general practitioner in the family rehabilitation field,—should lead it to initiate such movements. For example, the industrial section of the survey reveals many loopholes in the administrative system by which the illegal employment of children has been accomplished.* With a proper investigating system in the family field, these evils would have been discovered long before by the Associated Charities. In six families visited by a member of the Charities Survey, illegal employment was unearthed in several instances.

A plan should be worked out whereby, through an examination of birth records wherever necessary, the ages of children on the border line of fourteen now at work in the families known to all of the different social agencies should be checked, and illegal employment stopped in these families at least. Furthermore, there is the urgent need of educating the community to the gross injustices which are now committed upon helpless childhood by reason of mistaken industrial and family considerations. As one representing the rehabilitation movement, I wish to say emphatically that no organization having the interests of a family at heart will, under any circumstances, approve of the illegal employment of a child for a single day. When such employment seems necessary, the necessity must be removed, either by material relief, by finding employment or securing better employment for breadwinners who can be lawfully employed, by pressure placed upon neglectful breadwinners or others who should assume responsibility, by the temporary or permanent breaking-up of the family if need be, or by what other means seems best suited to meet the situation.

* See chapter on Child Labor in Odencrantz and Potter, *op. cit.*

Moreover, in connection with work to improve social conditions in the city it is expected that the general secretary will, as a part of his or her duties, upon request, serve upon the survey committee or its successor, serve as the executive secretary of the Central Conference of Social Agencies,* and serve on any other boards where he or she may be requested to do so. He should be in fact the coördinator in the social field. The function may very well have special reference to the follow-up work of the Springfield Survey.

Similarly great evils in connection with irregular school attendance have grown up. It was peculiarly the task of the Associated Charities to reveal individual instances of these two evils, and to promote active propaganda to strengthen the administrative machinery or to initiate new legislation where needed. It was peculiarly its duty to call into conference the agencies co-operating with it to devise a scheme for properly dealing with non-support and desertion. *In other words, an essential feature of the Associated Charities movement, and a policy to which all well-organized societies are committed, is that of leadership in developing preventive and community measures which the day-to-day family work shows to be necessary for the improvement of social conditions—measures, that is, which are not actively undertaken and carried on through other agencies.* In the very large cities there is greater differentiation of function, of course, but even there the Associated Charities are active in community organization.

The first step toward improving the work of the Associated Charities is the reorganization of its staff. Before taking up other phases of the Associated Charities situation the recommendations on staff changes may be summed up.

Reorganization of Staff

In the first draft of this report the first recommendation with reference to staff was that the superintendent of the organization be made assistant secretary and that a general secretary, either a man or a woman, with considerable experience in the organized charity field be selected. In the period since, the

* See page 155 for description of the Central Conference of Social Agencies.

superintendent has been called to another field of service in the city, and the writer was asked to recommend a person to take charge of the work along lines to be outlined by the survey. The person recommended was secured, taking up her work in mid-October.

Second, in view of the number of families the society is called upon to care for, it is recommended that an assistant secretary be secured. In addition to time devoted to case work, the assistant secretary, with the help and oversight of the general secretary, should be responsible for the organizing and use of volunteer workers and for the successful development of a decisions committee, the function of which will be outlined later.

Third, there should be a third person upon the staff, an office worker, having charge of clerical details and under the oversight of the assistant secretary assuming responsibility for the confidential exchange. If possible, she should also be a stenographer and typist. She should keep the simple books required for the operation of the society, including the record of subscriptions. She may serve as interviewer of clients at the office, and under exceptional circumstances might make emergency calls. Other additions to the staff will be required from time to time. The ratio of field workers to families receiving attention should never be less than one to every 200 families per year—in fact one to 150 is a better ratio.

What will naturally follow from such a reorganization of the staff will be a steady improvement in methods of investigation and treatment by the society. It is evident that we mean by investigation and treatment something different from what is ordinarily understood in Springfield by these terms, though some have grasped their fuller significance. What we mean has been illustrated to some degree in the extracts from family histories previously commented upon. There has been a growing recognition in social work that much of that done by societies in the past and in the present has been next to useless because the groundwork of fact has not been sufficiently broad. Investigation is not a negative process. It means such a gathering of knowledge from many quarters as can be made the basis of a helpful plan of action. It results inevitably in the discovery of every weak

point as well as every strong point in the family, but it does not over-emphasize the weak point. There can be no really helpful planning that is not based upon a knowledge of facts. Our plans may be beautiful, but unless closely related to things as they are, they are altogether futile.

Confidential Exchange

Up to the time of the survey the Associated Charities had not maintained a confidential exchange through which societies and individuals might ascertain what other persons or agencies were interested in one or more members of particular families.

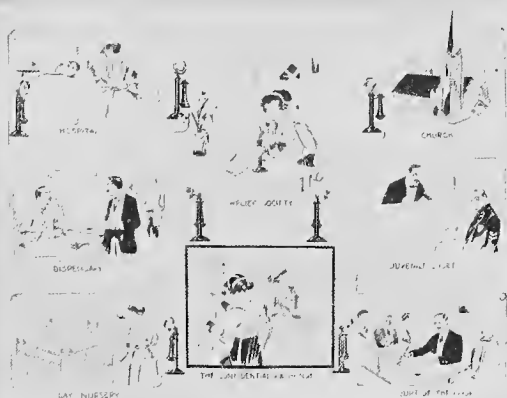
We have found agreement among the social workers of the city that the problems of their work had become so complex and interrelated as to demand the organization of a confidential exchange to be maintained by the Associated Charities. Indeed the superintendent already had the matter in mind, and soon after the field work of the survey was completed started the confidential exchange. Practically all of the agencies joined, but the possibilities and usefulness of the exchange do not seem to be fully realized as yet, and it has hardly been regarded as a success. The agencies have not inquired with sufficient regularity and frequency, and they have not for the most part used the exchange as much as they should. A few have used it systematically, and the fact that the various agencies have consented to inquire of the exchange is a good beginning and something to build on in the future.

The primary purpose of the exchange is not to prevent "overlapping of relief" but to utilize the knowledge and experience of other agencies in dealing with individuals and to develop co-operative plans for their treatment. In places where the exchange has been more fully developed, it records merely identifying data; each of the general agencies listed (and as far as possible the churches also) inquiring of it with regard to each new applicant or client must give for identification only, the surname, Christian name, and address. Each agency so inquiring is then informed whenever any other agency is found to have had contact with the same family or individual. It should then consult at once the agency previously interested, securing

THE "CONFIDENTIAL EXCHANGE"

OR

"TEAM PLAY" IN SOCIAL WORK



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

FOR BETTER CO-OPERATIVE EFFORT

The primary purpose of the confidential exchange is not to prevent "overlapping of relief" but to utilize the knowledge and experience of other agencies in dealing with individuals and families, and to develop co-operative plans for their treatment. It records only identifying data—no record of relief or treatment is included.

(Panel from the Exhibit of the Charity Organization Department, Russell Sage Foundation)

from it what definite information it has concerning the history and problems of the family. In the successful exchanges now in existence, as should be the case with Springfield's, it is the endeavor of the Associated Charities to bring about informal conferences of those found to be interested in one and the same case, or to make special investigations for the benefit of all interested whenever this might seem advisable. It is hoped that the exchange may be further developed and utilized,* for wherever it is well established, it saves publicity and much unnecessary repetition of confidential matters. No information is given save to those who are already charitably interested in a given case, and the only information given is a reference to others who are or have been interested.

Decisions Committee

During 1913 only about 20 family cases had been brought up for consideration by the executive committee of the Associated Charities. Several months previous to the survey there had been an attempt to organize an advisory or "decisions" committee to work out plans with the general secretary in connection with the more difficult family problems. This had been given up. The reasons were not hard to find. For one thing, the records of the society were not sufficiently detailed so that a committee or anyone else could possibly make discriminating decisions.

The organization of a decisions committee, or possibly more than one, to work out with the general secretary and her assistant the plans to be followed in connection with some of the more difficult family problems, will be a natural corollary to the reorganization of the staff. Upon this committee there will be not only representatives of the different agencies working in cooperation with the Associated Charities, but volunteers who by experience and ability will be the most useful advisers. In addition there should be a representation from the business men of the community, the doctors, and the lawyers. The committee should be officially recognized as a committee of the board of directors, though of course only a few members of the board will

* For suggestions on the financing of the confidential exchange, see page 160 of this report.

be included in its membership. Such a committee is necessary if there is ever going to be a thoroughgoing working together on the part of the family rehabilitation societies of the city.

In this group will be found an opportunity for the presentation of different points of view regarding given families, different conceptions of the way to work with them; the attitudes of the different members will help to guarantee that no important points shall be overlooked, that due consideration be given to the interests of each member of a family, that the emerging plan shall be such a synthesis as will preserve ultimately the best interests of all, even though in some instances it may lead to the severance of sham family ties. In this emerging plan the part to be played by the staff of the society, by the representatives of other agencies, by the relatives and other connections, by the family itself, will be definitely and mutually agreed upon. While it may not be possible for all of the families brought to the attention of the Associated Charities (either by personal application or by reference of one of the agencies or by reference of an individual) to be so considered, the discussions of the committee will serve to develop standards and methods which in simpler cases may be applied quickly by the staff of the society. It should also develop a willingness and an opportunity for the agencies to get together and discuss the needs of families under treatment; for it is fully expected that agencies will more frequently refer families for attention to the Associated Charities with the aim of securing for them the advantage of a jointly worked out plan in which more than one agency may do its part. Even if the originating agency is still entrusted with sole responsibility, it will be able to work much more effectively and efficiently by following a plan which is the result of combined discussion and wisdom. Few, if any workers, whether professional or volunteer, can possibly do as good work in isolation as when learning constantly from the experience of others. Moreover, the work of family rehabilitation is in no sense child's play. Even the combined wisdom of the best and most experienced persons in the community is often not sufficient to evolve forms and methods of service to the sorely beset families, many of them heroically struggling, that will put them on their feet again. One of the mistakes made by the

Associated Charities has been that it has insufficiently taken advantage of co-operative thinking, based of course upon more thorough investigations than have usually been made, and co-operative acting, based on the co-operative thinking.

Volunteer Workers

Insufficient use was made in the Associated Charities of volunteers, and until this situation is remedied the work of the society will be very much circumscribed. A paid staff, no matter how big, cannot possibly do all the tasks which do not belong to any of the specialized agencies, and which need to be done. Space does not permit full explanation of the kinds of service given by volunteers in other cities. Suffice it to say that such service may include clerical work, the dictation of letters, making arrangements for the service of other agencies, supplementary investigations (the groundwork having been laid by the paid workers), and the carrying out of rehabilitation plans. Such service of course to be effective must be definitely guided at every point by the secretaries of the society or by the decisions committee.

The development of volunteer service will come with the activities of a general secretary who has kept pace with its best development in other cities. In connection with the Charities Survey we were amazed at the large amount and high grade of volunteer service which was placed at our disposal by the women of Springfield. Some of these workers were already doing valiant service as volunteers in the Associated Charities, but there was a considerable number of others not so connected who were simply awaiting the proper call.

The Clothing Station

One other matter both of policy and administration needs attention. The Associated Charities maintains a clothing station at its office headquarters. We believe that the central coördinating agency of the city, the agency which is the general practitioner in the family rehabilitation field, should not be charged with the responsibility of a clothing station. It is inevitable, when such a station is in an office which is open every day, that

the time of the staff will be constantly broken into by questions of clothing which could easily be settled at other times by comparatively inexperienced volunteers. Under present arrangements not only is the office overcrowded, but the loss to the society in the time spent by a paid worker is considerable. As a matter of administrative procedure this is altogether a most unbusinesslike arrangement; but beyond that, no good reason can be advanced why an associated charities should be an old clothes depot. Consideration should be given by the board as to what agency might, with volunteer service only, undertake this responsibility, and as soon as possible the responsibility should be transferred.

It is not necessary that such a depot should be continuously open. It might open on certain days at certain hours, and requests from any organizations known to have some real knowledge of their families might be honored.

Finance Campaigns

The responsibility for raising the funds of the organization had not been sufficiently assumed by the committee appointed for that purpose. At the same time the responsibility for organizing the financial campaigns had not been sufficiently assumed by the executive officer of the Associated Charities. And the committee needed the aid that will come through the community being kept informed of the activities of the society through special pamphlets, reports, and newspaper articles. It may be necessary to reorganize radically the finance committee and increase its numbers. A larger campaign than usual, a more impressive one, needing personal service of its members, should be organized by the secretary, appeals prepared, and the committee advised as to methods used elsewhere. The secretary, however, should not be the collector of funds,—at any rate only in exceptional cases where the way has been paved by members of the board.*

* For a brief discussion of other financial considerations in connection with the private social agencies, see Appendix F, pp. 174-177. An analysis there made of amounts given in 1913 by individual contributors shows in general a favorable situation in that the funds come from a large number of small contributors rather than a few large givers; but a classification of contribu-

SUMMARY

The scope of work of the Associated Charities was seen to be very broad, and calls for service were of many kinds. The staff of the organization was found to be insufficient to cover the field. Although a new trained worker has just been secured as general secretary, the staff needs the addition of an assistant secretary who, in addition to helping in case work under the secretary's oversight, should be responsible for the organization of volunteer workers and the development of a decisions committee.

The offices of the Associated Charities need rearrangement and the clothing station should be removed, preferably by transferring this service to some other organization in the city. The improvement in record keeping made since the field work of the survey should be extended to cover methods of confirming telephone orders on stores, the checking up of deliveries for orders, and the handling of special funds.

While recognizing many instances of excellent work, the conclusion was nevertheless inevitable that the treatment of families was very largely along lines of temporary material relief rather than aimed at rehabilitation. The society, moreover, had not taken an important part in movements looking toward the improvement of social conditions in the city. It is recommended, therefore, that the general secretary should—in the Central Conference of Social Agencies, and after some progress has been made in the consideration of a decision upon the Springfield Survey recommendations regarding the work of the different social agencies—take up, upon motion of the board of directors of the Associated Charities, any matters developed as a result of the case work which point to the need of undertaking some new social activity, or of enlarging some activity already undertaken, or of effecting some administrative reform or legislative measure, or of educating the community. This to the end that there may be general participation in those most important social reforms

tors according to the number of agencies to which they contributed made a less favorable showing in that the proportion of contributors to three or more agencies was small, thus indicating an insufficient development of broad sympathy and interest in social movements. The publication of annual reports and the use of other methods to inform the public of important developments in social work in the city is recommended.

whose need is bound to be revealed in the course of a really intensive, thoroughgoing family rehabilitation work. This kind of activity may very well be extended to matters in which executive direction is needed and is not elsewhere available for carrying out any of the recommendations of the Springfield Survey.

The beginning made toward establishing a workable confidential exchange should be followed up to the end that the exchange will be developed and utilized.

The organization of a decisions committee which could give opportunity in the treatment of family problems for taking advantage of the wisdom of the group and for guiding action accordingly is strongly urged. Moreover, the work of the paid staff should be further strengthened and extended by a greater use of volunteer workers.

Finally, the work of the finance committee should be improved and the campaigns for funds should be better organized.

THE TUBERCULOSIS ASSOCIATION

Reference has already been made to the Springfield Tuberculosis Association in the discussion of institutional care of the sick. It remains merely to touch briefly one or two points.

As already indicated, the co-operation between the Tuberculosis Association and the Associated Charities at the time of the survey was very close; relations between these agencies have always been close. There nevertheless were indications at that time that not all families needing to be referred by the tuberculosis dispensary to the Associated Charities for social service were so referred. We have every reason for believing that co-operation in this matter has now been materially improved. In this connection it should be pointed out that early reference of patients to the Associated Charities for social service in cases where future destitution seems at all probable is of great importance. Such reference should not be delayed until the family is actually destitute, but should cover a family, for instance, which has enough subsistence and suitable housing at present, but where there is danger of a gradual approach to destitution or overstrain on the part of any member of the group. Prevention of the spread of infection requires the earliest possible attention to

a family which seems at all threatened with destitution or individual breakdown.

The Tuberculosis Association very wisely insists that its service must be on the health side and that it is not organized or fitted to deal with all the problems which arise when tuberculosis invades a family that is poor or inefficient or ignorant. In addition to reference to the Associated Charities there should be a systematic inquiry of the confidential exchange about all patients as soon as they apply, excluding if necessary those visited by arrangement with an insurance company.

The family records of the association are extremely good and are well kept.

HUMANE SOCIETY

The Humane Society was organized to deal with cruelty to and non-support of children, and with cruelty to animals. The budget of the society is small. Out of it an annual payment of \$240 is made to cover part of the salary of a member of the police department who is thereby designated agent of the society and assigned to cover the type of cases in which the society is interested. Technically, of course, control of the society's agent must rest with the police department, but as he is also responsible to the society and thus serving two masters, he is largely left to pursue his own course.

Our general review of the charity work of the city, and the discovery of work in the Humane Society's field which was not being handled, led to the conviction that the society was not fulfilling a large function. The need of radical reorganization was indicated further in the study of the handling of juvenile delinquents in the city, where an analysis of the agencies to which complaints involving children might be referred, showed that some of the functions of the society might be better performed by other agencies.*

On the basis of findings with reference to the society, conclusions were formed as follows:†

* See Potter, *op. cit.*, p. 125.

† These conclusions and recommendations were forwarded to Springfield in March prior to the publication of this report, and as the report goes to press there is indication that action will be taken in Springfield along the lines outlined.

First, it is felt that nothing is to be gained in having the Humane Society aid in the support of a police officer for the work which the society has been endeavoring to do.

Second, it is felt further that the police department, if requested by the Humane Society, would undoubtedly and quite properly assign a policeman to the special duty of handling cruelty to animal cases without any remuneration from the society.

Third, cases of cruelty to children could best be handled by a probation officer of the juvenile court or a central organization for child welfare; but to insure that this work—in so far as it will go to the juvenile court—and other juvenile court work will be at all well handled, it will be absolutely necessary to have at least one other probation officer appointed, as suggested by Mr. Potter in the corrections section of the Springfield Survey.*

In other words, the recommendation is that the ultimate and permanent object to be aimed at is having all activities of the Humane Society relating to children sooner or later removed to the juvenile court, or to a central organization for child welfare, according to the needs of the individual case. Cruelty to animals may continue to be handled by the police. If, however, the exigencies of the present situation would seem to make it impossible to start on such a plan, action of a tentative character is suggested. It is hoped, however, that the ultimate aim will not be lost sight of in any tentative arrangement.

But before describing these tentative measures we wish to indicate that in the scheme of things the Associated Charities will have to serve as the originator of many non-support proceedings which otherwise would have fallen within the field of a reorganized humane society.

The tentative suggestions are: First, that the mayor be asked to appoint the Humane Society as a volunteer and advisory committee to aid the police in their protective functions, mainly as regards animals. Second, that the children's cases be handled through the juvenile court and the central children's agency now being established, and that both have the co-operation of the Humane Society.

* See Potter, *op. cit.*, p. 125.

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The only other alternative to the above suggestions considered at all feasible would involve a complete reorganization of the society; the employment of a trained person as humane officer; and engaging in activities promising larger social results and requiring the backing of a much larger budget. This does not seem advisable under the circumstances.

WASHINGTON STREET MISSION

The objects of the Washington Street Mission as officially stated are "To carry the gospel into a part of the city not reached by the churches and to relieve distress wherever found."

Its departments of work are: (a) religious; (b) lodging house for men; and (c) relief.

It is not within our field to discuss the religious department beyond saying that the mission had evidently found a neglected field and was actively and efficiently cultivating it. Its Sunday schools were large; its nightly and Sunday meetings were well attended. The average nightly attendance at meetings during the last quarter of 1913 was 202, and the total attendance for 1913 was around 20,000.

The lodging house for homeless men is the only institution of its kind in the city which offers cheap lodgings, good beds, baths, and harmless fumigation to men without homes. The building which houses it and the church auditorium is not well adapted for lodging purposes. The dormitories receive their light through skylights, the windows being useless because the adjoining building has been erected so close by.

Outside of this grave defect, for which the building ordinances of the city are primarily responsible, since they permit the use of full widths of lots for building purposes, equipment and management were relatively good. The reading room had a more or less homelike appearance; the superintendent seemed on frank, cordial terms with the men coming to the house; and there were indications that rules and regulations were not the governing force, but a genuine, discriminating comradeship.

In 1913, a gross total of 6,743 lodgings were given; but we were unable to find records showing just how many different men were thus served in the period. The nightly number of lodgings

runs between 18 and 26. The sum of \$527.90 was received from the men for lodgings in the year. There were 1,182 suits fumigated and 456 orders for meals were given away; 1,100 other orders were given out but paid for later. Employment, temporary or permanent, was found for 379 men; and 10 women in the neighborhood were also helped to employment. So far as immediate needs of those coming to it are concerned, the mission has felt some responsibility. We refer particularly to medical inspection made in cases where men are apparently diseased. It will be necessary, however, eventually to provide medical inspection for everyone asking for lodgings.

Realizing the necessity of a lodging house of this sort in Springfield, and appreciating the excellent spirit with which it is conducted and the undoubted value of its work, we regret that so far it has been impossible for the lodging house to adopt a more systematic scheme of treatment and record keeping regarding the men. It may be asked why, since the men in most cases pay for their lodgings, any institution of this sort has a right to go into their lives further. The answer is that it is essential that any institution having anything to do with homeless men should, as far as it can, diminish the stream of rovers. Never will the homeless man problem be solved until every such agency endeavors to turn some of these men back to home ties left behind, or if they have no home or other ties, to get them settled. Now the facts on employment secured, and the individual instances of effort to promote settlement, as related by the superintendent, shows that some constructive work was being done in the mission. But no individual records were kept, and there was no way of determining whether every practicable effort was made in each case. Systematic work is not possible without careful recording and a considerable amount of correspondence. We hope that eventually the mission will be able to enlarge its social work in this regard.

In commenting upon better social recording and its corollary, the better social work which should follow, we are well aware that many men come and go after a single night's lodging. Nevertheless, no one can tell in advance who may sooner or later return. It is essential, therefore, to begin record keeping of

individuals in order to determine what kind of follow-up work and intensive recording should be attempted.

So far as relief to families is concerned, our only source of information was the record of about 12,000 garments received. The giving out of clothes is considered an adjunct to the religious work of the mission. We were unable, therefore, to obtain any registration of dependent families from the mission beyond eight which had unusually difficult problems. We cannot commend the policy; indeed we strongly object to it. This large relief work—for the intrinsic value of a large amount of even second-hand clothing is considerable—cannot be considered in the same light as the normal member-to-member helpfulness in a church congregation. For this is distinctly help from outsiders and therefore is a straight relief proposition. It is bestowed without that knowledge of need or of advisability which church acquaintance affords; but rather appears to be an incentive to participation in the religious activities of the mission. This we believe to be a wrong basis of work, either from the relief point of view or the religious.

In the interval between field work and the publication of this report, the board of directors of the mission opened a free medical dispensary. The establishment of a dispensary under the city health department was recommended in the health section of the survey,* and has already been recommended in this report.†

This recommendation is made after careful consideration of conditions in Springfield. While the mission deserves credit for taking this matter up for the moment, this development should be regarded strictly as a makeshift arrangement until the city government can be convinced of its responsibility in the matter.

Finally, to sum up in a sentence or two, except for defects in the building, for which the mission was not responsible, the equipment and management were relatively good. The giving out of garments as an adjunct to the religious work is condemned. We believe that more systematic effort and the recording of cases should be instituted in order to reduce the number of rovers and assist toward constructive work.

* Schneider, *op. cit.*, p. 124.

† See Part Two, Care of the Sick, pp. 40 and 50.

ST. VINCENT DE PAUL SOCIETY

The St. Vincent de Paul Society was organized on November 20, 1913. A report made early in March, 1914, just before the survey was begun, indicated that it had 34 active members and 117 benefactors. The total number of families known to the society at that time was 77, 31 of which were Catholic, 29 Protestant, and 17 without religious affiliations. Relief had been given in the form of groceries, shoes and bedding, coal and other special forms. Far more important than the question of relief, however, is the fact that the society had recognized the necessity of adequate planning and already had established cordial relations with many of the social agencies of the city. Inexperienced in family rehabilitation, its officers realized the tremendous difficulties involved and the value of co-operative work. Of course it is not possible at this early stage to form any estimate of what has been accomplished. But with increasing co-operation, especially on the decisions committee of the Associated Charities, the society should give a good account of itself.

DAY NURSERY

A day nursery was started while the survey was being made. It is a place where working women may leave their children under school age when they go out of the house to work. A small fee that does not meet actual cost is charged.

A supplementary study of the nursery has not been possible, but such information as has been obtainable at long distance indicates intelligent work. In making any final estimate of its activities, the following considerations should be taken in account: (a) How many individual women have been benefited? (b) Has nursery service been provided in cases where able-bodied husbands should be supporting families, and to that end have the husbands been brought into court and dealt with? (c) In cases of women who are widows, or are really deserted, or have incapacitated husbands, could other methods have been devised for caring for the families at less expense through the co-operation of relatives, the engaging of persons to look after one or more children in a given neighborhood, the utilization of responsible,

conscientious neighbors, or by finding home work or other forms of work with different hours? There may be considered also the greater utilization of relief funds. We exclude, however, the use of children of school age during school hours or for a period of two hours after school. (d) If it is demonstrated that there are 20 or more women who really require the nursery service, and in whose cases no reasonable substitutes may be offered, the nursery's existence will have been justified. Doubtless the nursery management can easily show such justification in ample degree.

EARL GIBSON SUNSHINE SOCIETY

This society, supported by contributions from its members, was engaged in several lines of work, those listed below being the main features up to the time of our investigation:

- (a) Support of national work on behalf of blind babies.
- (b) Maintenance of a trained nurse for emergency station during the State Fair week held in Springfield.
- (c) Special relief to families brought to the attention of the society through the social agencies of the city.
- (d) Providing flowers for patients in hospitals.
- (e) Visiting of people at the county poor farm.

Any attempt to comment upon the national work is impossible here and outside of the general scope of the survey.

These specific local activities are entirely commendable. It is to be hoped, however, that the society will insist upon doing relief work through existing agencies and keep in close touch with the Associated Charities regarding propositions involving new work. It should not attempt to become an agency appealing for general public support.

SALVATION ARMY

The local branch of the Salvation Army was reorganized just prior to the survey and had not progressed far enough upon its new program of activities to warrant their study at that time. The chief recommendation in this connection is that the organization fall in line with the plans for better working together which this survey proposes.

KING'S DAUGHTERS HOME

The King's Daughters Home for the Aged is for women over sixty, residents of Sangamon County, who have no home of their own. To be eligible one must be without serious mental or physical handicap. An admission fee of \$300 is charged and anyone admitted must deed over all her property to the corporation. At the time of the survey 21 women formed the family group, 18 being residents of Springfield.

The house occupied is beautifully situated in attractive grounds and is well adapted for the purpose. It is most home-like in appearance, both in the reception, dining and other public rooms, and in the bedrooms. It is as nearly a home as such an institution can be.

We question seriously, however, the advisability of a home of this sort charging a fixed fee for admission, and requiring the transfer of all property to the institution. We realize that this criticism would apply also to a great majority of such institutions all over the country. Nevertheless, we believe the criticism just and that our old people's homes should be re-established upon a different basis.

Let us first consider just what kind of women enter institutions of this sort. They are not the kind who generally find their way to county farms. Rather one discovers women of considerable culture and refinement brought by unfavorable circumstances to the doors of the home. In this Springfield home, for instance, there were several former teachers. There are always also some who have had very few cultural advantages; thus the possible resources of the women and of their friends and relatives, more or less distant, may vary considerably. While, therefore, a minimum requirement in some cases may meet the situation, there may be other instances where a larger amount could be afforded and should be required, or where a regular weekly board should be charged in lieu of an admission fee. It may easily be that some aged woman may find a pleasanter home here than with a relative. If so, she should have the advantage of it, but the relative should pay what he is able and what it would otherwise cost in supporting her in his home.

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It is also unjust that anyone admitted should transfer all property to the corporation. Rather should a trust be organized by which the income should go to the corporation as long as the owner resides in the home, the capital going to the corporation after her death. If, then, she should at any time wish to leave, there are no complications, as the trust can be dissolved as soon as all past indebtednesses to the corporation have been met.



KING'S DAUGHTERS HOME FOR THE AGED

For women over sixty, residents of Sangamon County, who have no home of their own. At the time of the survey 21 women formed the family group, 18 being residents of Springfield. The building is beautifully situated in attractive grounds and is well adapted for the purpose.

We heartily recommend that the King's Daughters Home in Springfield take the lead in providing for a sliding scale of prices charged, based on the financial condition of applicants (with a minimum if necessary), and in accepting from the estates of those admitted only interest up to the time of death or departure from the home, and in not assuming title to the principal. If the objection is raised that this would tend to more frequent changes

in the population of the home, it need only be said that homes of this kind always have a waiting list.

ST. JOSEPH'S HOME FOR THE AGED

This is a home for aged men and women conducted by the Sisterhood of the Immaculate Conception and receiving general support through the Catholic Diocese. A portion of the support comes from the Catholic citizens of Springfield. Only those sixty years of age or over are admitted. At the time the home was visited, it contained 23 women and 17 men, of whom 14 were non-Catholics. There is no fixed compensation for admission.

SPRINGFIELD IMPROVEMENT LEAGUE

The league was formed in the interval between field work and the publication of this report. In the public announcements the aim is stated to be to work for a cleaner and more beautiful Springfield. Its membership is made up of women from all parts of the city, one of the plans being to appoint sub-committees for each of the precincts into which the city is divided and to have a woman representing each street and avenue of the city. Small dues are charged to meet expenses, which are relatively small. The league has no salaried officers, depending for its activities upon the volunteer efforts of its officers and members.

The specific pieces of work undertaken by the league are represented by special and standing committees. These in general cover the fields into which the Springfield Survey was divided. Some of the first matters taken up are cleaner streets, the smoke nuisance, garbage disposal, pure food regulations, and the eradication of weeds from vacant lots. The league has also become interested in the newsboys of the city, and has been the means of placing some of the advantages of the local Young Men's Christian Association within the boys' reach. The association also co-operated by making some concessions to the boys.

The league offers an effective channel for interesting the public in current civic and social problems, and for developing a public opinion which will be intelligent when action should be taken. It will doubtless follow the course of fully learning and analyzing

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the facts of local problems before making definite recommendation, as has already been indicated by its use of the survey findings. The league can be a forceful agency in promoting city improvements of which the facts presented in the survey show the need.

The league has also recognized the importance of putting social and civic endeavors upon a city-wide basis and dealing with them as community problems. To facilitate its activities and that of other agencies working for the improvement of social conditions, the league should be represented on the Central Conference of Social Agencies outlined in this report.*

* See page 155-156.

IX

THE PUBLIC AGENCIES PROVIDING SOCIAL SERVICE

SANGAMON COUNTY POOR FARM

On April 8, 1914, an inspector of the Charities Commission of the State of Illinois made an official inspection of this institution and, through the kindness of the secretary of the commission, Mr. A. L. Bowen, her report has been placed at our disposal. Both the regular inspection form and a form prepared by the survey containing some supplementary questions were used. A summary of the facts is here presented; the discussion of the facts is ours.

The farm is situated 15 miles from Springfield near an electric railroad. Its population at the time of the visit is shown in Table 9.

TABLE 9.—STATUS AND SEX OF INMATES OF THE SANGAMON COUNTY ALMSHOUSE, APRIL, 1914

Class of inmate	Men	Women	Total
Insane	14	9	23
Sane epileptic	3	..	3
Insane epileptic . . . . .	..	1	1
Consumptive	4	..	4
Blind	2	..	2
Total	23	10	33
Paupers not otherwise classified ^a . . . . .	..	..	129
Grand total . . . . .	..	..	162

^a The classification by sex was not given.

The land holdings consist of 196 acres, 12 of which were in orchards, 14 in gardens, and 109 were farmed.

The building which houses the inmates fronts to the north, and has two stories and a basement. Exterior walls are brick,

and interior walls and floors are of plaster, wood, and cement. The dormitories are approximately 22 by 28 feet with three to eleven beds in each.

The institution, when inspected, had no inmate under twenty-five years of age—a very creditable showing. There were only two under thirty; five were between thirty and forty; and 28 between forty and fifty.

The dormitories are on the two main floors, and cell sleeping quarters occupy the basement. The sexes had separate dormitories and toilets. In the dining room the men ate first, then the women. Three verandas were provided for the men, one facing south, another north, and a third east; and two for women, one facing north, the other east. None was fitted with chairs or benches.

In the dormitories there were no lockers or other furnishings excepting beds, tables, and chairs. The tables in the dining room were covered with white oilcloth and the tableware was earthen. In the men's sitting room were only chairs and benches—no rockers; the room was in the basement and cheerless and comfortless. There is no sitting room for the women. No assembly hall has been provided, but in case of religious services the dining room is used.

Only a new portion of the building was found to be fireproof. The fire protection consisted of 125 feet of hose and chemical extinguishers on each floor.

A well was used for drinking purposes; and the sewage disposal was by means of a septic tank in the pasture. Toilet and bath facilities were found on only two floors, the second floor and the basement, as these were the only floors having running water. There were ten closets for men and five for women; and five bathtubs for men and three for women. The tubs were used in common by many inmates.

Heating was by steam, the plant being in the basement. There were no open grates. Lighting was by electricity. No ventilation system was provided; all the ventilation that was obtained came through the doors, windows, and transoms.

So far as the bare necessities of life are concerned the inmates were fairly fortunate. Oatmeal, syrup, milk, coffee, tea, meat,

rice, potatoes, beans, dried fruit, and bread appeared upon the menu during a week, but it was impossible to secure the exact menus for any given time. The menus were prepared by the cook. There was no regular annual supply of garments for each inmate, but the inspector reported that all seemed decently and suitably clothed. An abundance of bedding, linen, blankets, and comforters was found. Though an old building, for the most part it was fairly free from vermin.

When it comes to medical and nursing service the conditions were not so good. The county physician residing about two miles from the institution made visits regularly twice a week, and would come upon call. No nurse was employed, however.

A large room was used by those having tuberculosis but the separation from the other patients was by no means complete. This room contained five beds and a bathroom. These patients when able ate with the other inmates. Those confined to their beds were served from the superintendent's table, and there was no provision for special diet which is so necessary in the treatment of this disease.

All insane patients were kept in a cell house in the basement which was damp, uncomfortable, and ill-lighted.* The cell house was locked at night. During the year preceding the inspection eight male and eight female insane patients were removed to state hospitals. Five of the remaining worked on the farm. One feeble-minded child had recently been removed to the Lincoln State School.

The home was not encumbered with rules and regulations. There were no printed rules. Certain standards of cleanliness were required; among them that each inmate must bathe once a week and change his underwear. Water was changed between baths. An effort was made also to see that each one washed his face and hands in the morning. In the same way the taking off of underwear before going to bed was generally insisted upon. Unfortunately, however, individual brushes and combs were not provided.

It is apparently a peaceful institution because no special

* For full discussion of the facilities of the poor farm for the care of the insane, see Treadway, *op. cit.*, pp. 33-38.

methods of discipline were reported. There are no hard and rough exactions. For instance, the old and feeble may lie down on their beds any time they wish during the day. On the other hand, no provision was made for the keeping together of aged couples.

Religious services were held once every two weeks. Outside of this there was very little to vary the monotony of the months and years spent in such an institution. It is altogether a drab existence.

Of the non-insane patients, twelve males and five females worked about the farm or building with reasonable regularity. No occupation was given for any of the other inmates. On the reasonableness and wisdom of organizing such an institution so that occupations may be provided for as many persons as possible, Alexander Johnson has offered some interesting suggestions:

It may be stated as a rule to which there is no exception that every inmate, except the bed-ridden ones, should have some employment during a part of every day, and the more fully the usual working hours are occupied the better. All able-bodied inmates who are not violently insane should be given a full day's work daily in the house or outdoors. Usually the men are employed on the farm, in the garden, barn, and stable, the roads, and at the fences. Women work in the kitchen, laundry, sewing room, etc. There are, however, certain outdoor occupations which are admirably suited for women; among these may be mentioned the finer parts of kitchen gardening, such as weeding, hoeing, setting out plants, care of the flower garden in general; small fruit culture; the care of chickens and young live stock. While the majority of women inmates prefer the domestic tasks of the house, a few will occasionally be found who are much happier as well as healthier when given outdoor labor suited to their strength; and conversely, among the defective men in the almshouse will often be found some who will do the domestic much better than the outdoor work. The hardest work of the laundry, especially if machinery is used, should be done by men, not by women. All the care of the men's dormitories and day rooms should be taken by the men themselves. Occasionally men are found who like to sew and knit.

In assigning tasks it is well, as far as possible, to make them regular and permanent. To cut and sew carpet rags is within the power of many an old woman who might perhaps be able to do nothing else, and if this is assigned to her as a regular duty and some account is taken of what she does

and some credit given her, it will conduce to her satisfaction. Several cases from a Massachusetts almshouse will illustrate this point. An old woman of ninety who cannot stand to wash dishes, sits and wipes them. This is her task three times daily. She does it cheerfully and feels that she is doing her share and is much happier for it. A crippled man who is unable to walk, or even stand, whittles out butchers' skewers which are sold for a trifle for his benefit. A partly crippled feeble-minded man divides his time between the lawn and the greenhouse.

. . . . Rag carpets, pieced quilts, mats, basket work and a great many other manual occupations are available.

If it is not feasible to hire an assistant as a permanent member of the staff who is competent to teach the inmates these various occupations, it is nearly always possible to engage an instructor for a period of a few weeks, during which period she can teach the inmates and also instruct one of the employes who can act as teacher for a short time each day after the manual instructor has gone.*

On the administrative side, a committee of the board of supervisors did the buying upon requests made by the superintendent. No record was kept of the drawing of supplies from the store room. A register of admissions and discharges was kept, but no alphabetical card index. The register contained the following entries: name, age, color, sex, nationality. No daily journal was kept showing farm data, and so forth. A committee of the board of supervisors visits the farm monthly.

The total annual cost of running the institution in 1913 was \$31,580.03. The number of persons and the length of time each was cared for was not obtainable, and thus no basis was had for estimating per capita cost or day's care cost. The total value of the farm produce was placed at \$1,162.50.

NECESSARY IMPROVEMENTS

Certain necessary improvements were suggested as a result of this inspection:

1. The most obvious suggestion is the transfer of its insane patients to state hospitals. This is already being pushed by

* Johnson, Alexander: *The Almshouse*, pp. 75 ff. Russell Sage Foundation Publication. New York, Charities Publication Committee, 1911. Incidentally, there are many other excellent suggestions in Mr. Johnson's book, not only with reference to occupations but on almshouse management.

the local authorities, but there is likely to be a residue for some time. As Dr. Treadway has pointed out, in addition to demanding that the state hospitals receive a fair proportion of the insane of Sangamon County, effort should be made to secure legislation which will provide accommodations in the state hospitals for all the insane of Illinois now confined in almshouses.* Ultimately a statute should be secured absolutely prohibiting almshouse care for such patients. Then only, to quote Dr. Treadway further, will it be possible to abolish these relics of a former age and of a lower conception of our duty to the sick (for these people are really sick) than that which should exist today.

2. With the abolition of the cells for the insane in the basement, a rearrangement of space, or provision for new space, such as will obviate the use of the basement for living purposes, should be worked out.

3. As soon as possible a special pavilion for the tuberculous, with provision of special diet, should be built.†

4. Toilet facilities should be provided on the first floor.

5. Occupations should be provided for all excepting the bedridden. It cannot be too much emphasized that an idle life in an almshouse is a most cruel infliction upon any human being with any mind at all.

6. A graduate nurse should be added to the staff.

7. There should be provision for a sitting room for women. The sitting rooms for both men and women should, to quote Mr. Johnson again, be provided with benches and chairs; "among which should be a good proportion of rocking and easy chairs for the older inmates. . . . Good strong tables, one or two couches, and a few shelves on the walls for books and papers, should complete the furniture of the room.

"Prints and pictures are now so good and so cheap that there is no reason why the walls of the sitting rooms should not be ornamented with them. A few plants in the windows are bright and cheerful."‡

* Treadway, op. cit., p. 36.

† This recommendation has been partially provided for by the recent addition of an open-air porch for the tuberculous in the almshouse.

‡ Johnson, op. cit., p. 112.

8. A monthly entertainment of some sort in all excepting the summer months should be arranged by interested groups in Springfield.

9. The dining room tables for all but the lowest grades of inmates should be covered with linen cloth, not oilcloth.

10. It is further recommended that the Associated Charities and the Women's Club should jointly take up the question of immediately starting a movement for effecting the changes which need not wait, and for the appointment of a special committee of the county board to consider the larger building problems which are involved.

Other recommendations which might be made may be deferred in the hope of concentration upon these, all of which will tend toward a more creditable and livable institution for Sangamon County. We believe that no more popular campaign can be waged in the city and county than that for making life in the county home more normal, cheerful, and comfortable.

Some of these recommendations involve immediate changes; and we would strongly urge that, if necessary, outdoor relief (that is, assistance given outside the institution) be reduced in amount in order to enable the county to meet these first responsibilities satisfactorily.

OVERSEER OF THE POOR FOR CAPITAL TOWNSHIP

Capital Township is conterminous with the city of Springfield; and the field of work of the overseer of the poor is thus the assistance of those in need within the boundaries of the city. The office is appointive and unprotected by civil service or by any adequate sense of responsibility on the part of the county board of supervisors in dealing with dependent families of the city along modern approved lines. A change of administration generally means a change in the office. Under these circumstances obviously the office is not likely to be filled by anyone with experience or ability that amounts to anything in the treatment of families. Such a state of affairs, unfortunately, is not now regarded as criminal malfeasance in office, but the time will come when it will be so regarded. *It is as serious an error to fill this position with other than a social worker with sufficient*

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technical training and experience as it would be to fill the position of city physician by appointing a man who had not studied medicine. Both deal with very vital matters connected with the promotion of normal living. In the period since our field investigations a new overseer of the poor has come into office. It is yet too early to judge whether he differs radically from his predecessors, but we know that the appointment was not made on the basis of any special experience in modern charity work; and judging from the past, it may be inferred that just when he will have gained a rough and ready knowledge and discrimination from actual discharge of his duties he will more than likely have to make room for a successor.

It was impossible to obtain figures of the overseer's expenditures for the calendar year of 1913, owing to the fact that the fiscal and calendar years are not the same. The nearest period obtainable was the twelve months from December 1, 1912, to November 30, 1913. The disbursements for that period for outdoor relief and for general purposes are shown in Table 10.

TABLE 10.—EXPENDITURES FOR OUTDOOR RELIEF AND FOR GENERAL RELIEF PURPOSES BY OVERSEER OF POOR FOR CAPITAL TOWNSHIP. DECEMBER, 1912, TO NOVEMBER, 1913, INCLUSIVE

Purpose	Amount
Outdoor relief	
Outdoor relief to families.....	\$6,055.85
Pauper burials.....	1,976.00
Transportation.....	213.17
Total.....	\$8,245.02
Purposes other than outdoor relief	
County patients in hospital.....	\$3,933.39
Isolation hospital.....	1,099.14
Tuberculosis patients in Open Air Colony.....	388.00
Ambulance service.....	246.35
Contagious cases other than those in isolation hospital.....	56.00
Total.....	\$5,722.88
Grand total.....	\$13,967.90

Relief Work Outside of Institutions

It is seen from the table that the expenditures for outdoor relief in the year indicated amounted to \$8,245.02, and for other purposes \$5,722.88, making a total of \$13,967.90. The amount is not alarming for a city of the size of Springfield, and on the score of extravagance there is no necessity for comparisons or comment. The more important question is whether the worth of the money is being secured, and whether changes in policy would bring better returns. The methods of the office cast some light upon this point. The record system of the office is good so far as fiscal accounting is concerned, but there it ends. Even more important, as has been repeatedly shown in all our discussions of the right treatment of needy families or individuals, is the proper recording of the essential facts of the cases. No such record was kept excepting that on the top of the ledger sheets the words "Widow" or "Deserted" or "Sick" sometimes were found as applying to individual families. Whatever knowledge of conditions there was, existed in the minds of the overseers alone; it was too fragmentary to be of any use as a basis for the action of any one of them. There was no way of carefully studying expenditures made on behalf of individual families, to determine whether amounts were adequate, or whether they were properly adjusted to the family's need. From the social as distinguished from the fiscal standpoint, there was nothing in the office of the overseer of the poor at the time of our survey which sufficiently explained or justified any of the expenditures.

The service of the overseer of the poor has been almost entirely the giving of material aid. A rough classification of amounts given, as far as this could be determined by the overseer's data, supplemented by the records of other agencies, was made up and is presented in Table II.

It will be observed from Table II that the amounts given were small, in only three cases out of some 300 exceeding \$80 for the year. Over 70 per cent of the cases received less than \$25 and roughly 60 per cent less than \$15. There was a fair degree of co-operation between the overseer of the poor and the social agencies of the city in regard to individual cases where there

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was question of the giving or withholding of relief; but the giving of relief to a definite amount, in order to further and form part of a definite plan, unfortunately was not practiced. It is difficult to see, therefore, in what way these small amounts given without sufficient regard to the needs of the case could be of constructive usefulness. With the establishment of the confidential exchange and the decisions committee, upon which the overseer should serve, substitution of planned for planless relief may gradually be brought about.

TABLE II.—MATERIAL RELIEF GIVEN BY OVERSEER OF POOR, CAPITAL TOWNSHIP, ILLINOIS, 1913

Disability	Cases which received											All cases			
	Less than \$5	\$5 and less than \$10	\$10 and less than \$15	\$15 and less than \$20	\$20 and less than \$25	\$25 and less than \$30	\$30 and less than \$40	\$40 and less than \$50	\$50 and less than \$60	\$60 and less than \$70	\$70 and less than \$80		\$80 and less than \$90	\$90 and less than \$100	\$100 and less than \$125
Widowhood	8	8	3	8	3	3	8	6	4	5	2	1	1	1	59
Desertion	6	7	3	5	6	1	3	1	1	1	1	1	1	1	33
Mental deficiency	1	1	1	1	1	1	1	1	1	1	1	1	1	1	3
Intemperance	1	1	1	1	1	1	1	1	1	1	1	1	1	1	3
Tuberculosis	2	2	2	3	1	1	1	1	1	1	1	1	1	1	11
Unemployment	2	1	2	1	1	1	1	1	1	1	1	1	1	1	3
Sickness (other than tuberculosis)	22	14	11	4	2	2	4	6	2	1	1	1	1	1	69
Crippled condition	1	1	2	3	3	1	1	2	1	1	1	1	1	1	9
Blindness	1	1	1	1	1	1	1	1	1	1	1	1	1	1	5
Non-support	1	1	1	1	1	1	1	1	1	1	1	1	1	1	3
Old age	10	4	4	2	2	3	5	6	3	2	1	1	1	1	41
Orphaned condition	1	1	1	1	1	1	1	1	1	1	1	1	1	1	2
Imprisonment	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Other cases	33	13 ^b	8	2	1	1	1	1	1	1	1	1	1	1	59
Total	83	53	37	24	18	12	23	24	11	10	3	2	1	1	301

^a Corroborative evidence of intemperance in this family as well as tuberculosis. Assignment of man's wages to wife was forced.

^b This figure includes one professional beggar.

As already indicated in the discussion of care of the indigent sick, the payment made by the township to the hospitals in such

cases is \$4.00 per week. The remainder of the cost falls upon the shoulders of private benevolence. The treatment of the tuberculous is of special importance in this connection since it touches so many sides of family life, and we believe the overseer should assume a larger responsibility in it. Until the board of supervisors build a tuberculosis annex to the county poor farm, or some other sufficient provision for indigent and other tuberculous is made, the county, through the overseer, should carry a large share of the cost of caring for poor tuberculous patients at the Springfield Open Air Colony, paying at least \$6.00 per week. This rate should also apply to patients in St. John's Hospital who are unable to pay.

Further, in this connection we believe that the funds of the overseer would be more usefully applied if, in co-operation with the Associated Charities and the dispensary of the Tuberculosis Association, a part were concentrated on the continuous relief of families where one or more of the breadwinners are suffering from tuberculosis and where the decisions committee decides that the family should be kept together and that its income is insufficient. This would apply whether being treated at home or in the Open Air Colony. Our study of family records where tuberculosis was a disability plainly showed inadequacy of funds in treating families so situated. In no other kind of difficulty, excepting widowhood with neither working children nor income, is the need of planning relief upon a generous basis, to extend over an indefinite number of months, more common.

Transporting Dependents to Other Communities

The overseer, as was seen in Table 10, spends something for the transportation of those asking aid. This is usually in the form of railroad tickets to a desired destination. In addition, there are cases of expenditures by private agencies for transportation, but it was impossible to learn definitely how many. All such expense should be borne by the public treasury. But in order to insure that the county or city is not doing some other community an injustice by shunting dependent individuals upon it, and in no wise helping the person concerned, the overseer's office should be a signer of the Transportation Agreement of the

National Conference of Charities and Correction.* This would mean meeting several requirements, chief among them being that before the office should decide to furnish transportation in any case, it would corroborate, through the public relief officer at the proposed ultimate destination or through some other source, the statement made by the persons to be sent; and second that it would furnish transportation all the way to that destination. Ablebodied non-residents who are refused transportation may be referred for possible employment or other care to either the Washington Street Mission or the Associated Charities.

To sum up, it is recommended: First, that action of some kind be taken to secure experienced workers in the overseer's office. The Conference of Social Agencies should protest against the present procedure, and in succeeding elections should urge upon all parties to make public announcement of a policy pledging nominees for supervisorships to take this office out of politics and put in it a trained social worker under some kind of civil service restriction. Second, the record keeping with reference to the essential facts of the cases cared for should be greatly improved. Third, the co-operation of the overseer with other social agencies should include the treatment of cases according to a mutually understood plan. Fourth, the cost of hospital and sanitarium care of the sick poor should be borne in larger part by the public—at least to the extent of raising the payment of \$4.00 per week to \$6.00—and in all cases involving tuberculosis, special attention should be given that the relief provided is adequate, following a rehabilitation plan for the whole family. And fifth, the overseer's office should be a signer of the Transportation Agreement.

Beyond these special efforts, and indeed in connection with them, and until a modern system of recording is installed in the overseer's office, it will be desirable for him to keep in daily personal touch with the office of the Associated Charities, inquiring systematically of its confidential exchange, using the data contained in its records, and turning over the facts he gathers re-

* The Transportation Agreement for charitable institutions was drawn up in 1903. It now has over 600 signers. Copies may be secured by addressing the Charity Organization Department, Russell Sage Foundation, New York City.

garding families to be there recorded.* He should advise with the secretaries, and economy of effort should result from cooperating in the investigations whenever both agencies are dealing with the same families. So far as plans are concerned, there should of course be a joint understanding with the secretaries or decisions committee on these families. In connection with families known only to the overseer, he would do well to consult the general secretary as to lines of investigation and action.

Lest we be misunderstood, however, it should be pointed out that we are not proposing that the overseer should in any way reduce his own authority, but simply that he should increase his efficiency. We do not urge that the Associated Charities should become his attorney, but that he should work with it in close understanding of the ends aimed at.

JUVENILE COURT

At the time of the survey there were 48 families on the Funds to Parents List of the juvenile court. A review of these showed that grants to widows ran quite uniformly around \$8.00 and \$10 per month, although the variations in family needs, of course, are considerable. In the nature of things two set sums are very unlikely to be just the right amounts for families of different sizes and differently situated. This does not mean that the grant should be assumed to be the only outside source of income. But if, in the cases examined, it was expected that relatives or others would make up the necessary remainder, no such plan was indicated in the records. No budget was prepared in such cases nor was there indication of attempts to estimate what the minimum income should be, what amount of work the mother

* The question may arise as to whether this should apply to families not previously known to the Associated Charities. My answer is that it depends upon how far the overseer's and the Associated Charities' families are the same. In 1913 the overseer had more than twice the number on the Associated Charities' roster. But we believe that the latter number was far below normal. On the basis of our present information we are inclined to think that the facts revealed regarding those families known only to the overseer and not referred by him or by others to the Associated Charities may at a later time be read into the records of the latter, but not now. It is necessary for the Associated Charities practically to start all over again and the recording of the facts coming from the overseer must be limited, so that the development of thorough-going work may not be impeded.

should be expected to do—taking into account her physical, mental, and nervous condition and other characteristics; whether there were any children of working age, what amount of their wages should go into the family purse; what amount was promised or should be expected of well-circumstanced relatives. As a matter of fact, though quite good records are maintained, there was practically no investigation made of these applications. Certificates or recommendations from persons known in the community were required, but these furnished no basis whatever for a decision on what was needed. One of the important reasons for the insufficient investigation of cases was that the probation officer had so much work to do in connection with probation, both in the office and outside, that it was impossible for her to handle it all well.

It is strongly urged that the court endeavor to secure a second officer who should give special attention to this work, for it requires not only most thorough initial investigations, but constant visitation.* The county board of supervisors, upon the recommendation of the judge, is now empowered by law to provide for the appointment of a second probation officer. It is a poor investment simply to make grants, even when more varied than they are now, without someone going into the families; becoming a close and welcome friend to the widows; advising, when they need it, as to employment of themselves and children of working age, as to how to make the best use of the money, how to manage children who may previously have been guided by the father; observing the progress of the children in school and seeing that they attend regularly; and watching the health of all. It is the universal experience of both public and private agencies that nothing but intimate and constant visitation will prevent disastrous breakdowns.

Widowhood plus a grant from the court does not make a normal family. It makes possible only a nearer approach to the normal, provided it is accompanied by an intelligent plan into which the welfare of each member of the family has been inter-

* This recommendation is strongly borne out by the findings in the study of the juvenile court made in the delinquency and corrections section of the Springfield Survey. See Potter, *op. cit.*, pp. 122-136.

woven and which is carefully watched in its unfolding. And even when the amount of a grant has been carefully determined upon, it may be necessary to vary it three or four or more times during a year on account of changed conditions. For instance, the widow's physical condition may change, or a relative who has been helping may lose his position, or one of the working children may gain an increase in wages, or the children's moral welfare may require that the mother work less outside and remain more in the home, or a hundred and one similar contingencies and complications may arise. *If it is worth while arranging for widow's grants, it is worth while to see that they really effect something, for money relief in itself assures nothing.* To this end better investigation of needs and planning of treatment, as already recommended, should be provided for. As heretofore, all widows in need and who are eligible under the terms of the law (which requires citizenship and county residence for a term of three years) should be referred to the court. If, however, there are good and sufficient reasons against making a grant to any widow, it will be necessary for the private agencies to work with her. All widows who apply for grants and are not eligible under the act should be referred to the Associated Charities. Furthermore, it is absolutely essential that close co-operation should be maintained between the juvenile court and the Associated Charities which, by aid of the confidential exchange, will bring the juvenile court in contact with all the social agencies of the city.

SCHOOL ATTENDANCE BUREAU

In the educational section of the survey, Dr. Ayres has shown that the entire situation in Springfield with respect to the enforcement of compulsory school attendance is in an unsatisfactory condition—that under present methods of enforcement of the law, school attendance in this city is at best only mildly compulsory.* Inasmuch as the problems of truancy and school attendance are intimately related to home conditions, and are likely to be especially acute in the families known to the social

* Ayres, Leonard P.: The Public Schools of Springfield, Illinois, pp. 18-20. (The Springfield Survey.)

agencies, consideration is here given to the matter also. It is not necessary to review the findings in this connection further than to state that Dr. Ayres' conclusion, that "in order to remedy the existing conditions at least two competent attendance officers should be employed," was borne out by our inquiries. With this recommendation as a starting point, with knowledge of a considerable local conviction in responsible Springfield quarters as to the wisdom of following it out, and with the school attendance bureau also in mind as a social agency for dealing with families, the following detail suggestions as to the method of organizing and administering such a bureau are offered.*

WHAT CASES SHOULD BE REPORTED TO OFFICER? Only when a satisfactory excuse cannot be gotten from parents by the use of inquiries sent through the mail, should the case be referred to the attendance officer. A printed form of inquiry may be used for this purpose. It should inform the parent of the date of absence and ask to have the reason entered on the lower part of the blank.

WHAT ARE SATISFACTORY EXCUSES? The superintendent or the board of education or the two in combination should draw up written instructions as to what should be considered by teachers and principals to be satisfactory excuses. The following are suggested as a basis for such consideration:

1. Mental incapacity, certified to by a physician.
2. Physical incapacity, certified to by a physician.
3. Sickness of pupils, certified to by attending physician, the certificate to state the probable duration of the absence. In the case of contagious diseases the certificate must be endorsed by the health officer.
4. Isolation on account of contagious diseases in the family, certified to by attending physician and endorsed by the health officer.
5. Death of a near relative and attendance upon funeral, provided said absence does not exceed five days in any one case.
6. Necessary absence from the city not exceeding five days during the year.

* Suggestions along the lines here presented were prepared and submitted to the board of education in June, 1914. Some improvements have since been made.

SUPERVISION OF ACCEPTANCE OF EXCUSES BY TEACHERS. All excuse notes or blank forms on which are entered the parents' excuses, together with the action of the teachers thereon, should be filed once a month in the office of the superintendent. Where the teachers do not accept excuses there should be immediate reference to the attendance officer. Where excuses are accepted there should be occasional supervision or examination of the blanks by the superintendent or someone else authorized by him to determine whether only valid excuses are being accepted.

EXCUSED ABSENCES MAY BECOME UNEXCUSED. All pupils absent from school with a valid excuse, except those absent on account of mental incapacity, are due back normally at or around a certain date. In their roll books, teachers should enter the approximate date so that inquiry may be made, if the absence is unduly prolonged. No name should be dropped from the roll book unless the child is going to another school or the family is leaving the city, or other reasons permanently exempt it from attendance at school.

TRANSFER OF CHILDREN. If by reason of removal the child must be transferred to another public school, or if the family decides that it wishes the child to go to a parochial school, immediate inquiry should be made by form letter or telephone to learn if actual transfer has been effected and if the child is duly registered.

CO-OPERATION WITH PAROCHIAL SCHOOLS. Efforts should be made through the superintendent or members of the board to arrive at an understanding with the parochial schools. It should be made clear that the service of the attendance officer is open to them in following up absences which are unexcused. With proper understanding and with a competent attendance officer it would not be unreasonable to look forward to a time when the parochial school should offer to the attendance officer the privilege of inspecting the rolls of these schools.

THE SCHOOL CENSUS. We understand that the school census is to become a regular annual procedure in Springfield. It is scarcely necessary to point out that each year a comparison of the school rolls with the returns of the census should be made

so that no children shall be lost track of at the beginning of the school term.

SOCIAL PROBLEMS INVOLVED. But now as to the large number of absences for which there is no valid excuse. We are here face to face with social problems, not alone school attendance problems. The welfare of the children may not be considered solely from the point of view of whether or not they are attending school. Unfortunately it has been the theory of many attendance bureaus that if they get the child back to school everything is accomplished. Therefore attendance officers have sometimes become impatient with family rehabilitation societies when the latter denied that the furnishing of clothes or shoes settled a situation in which, for example, there was an idle or loafing father. If in order to put a little stamina into him, either by moral suasion or by the offer of employment or legal proceedings, the return of the child to school is delayed for a short time, the child's interest may often be best conserved. Habitual truancy generally indicates a family rather than an individual disorder. It points to weaknesses lying much further back and is least often overcome by simply forcing a child into school again with a few new clothes, a new pair of shoes, and a grocery order. Nor should it be forgotten that an attendance officer will have to deal not only with habitual truancy but with those occasional unexcused absences which retard the instruction of classes because they oblige teachers to help pupils who have lost a few recitations to catch up. There are questions of adjustment in such families which often cannot be worked out by an attendance officer without the co-operation of other social agencies of the city. The work should be considered as a combination of school attendance and social service.

THE ATTENDANCE OFFICER. For this reason the attendance officer should have experience as a social worker, and a knowledge especially of the family rehabilitation field. He or she should be in direct contact with the general secretary and the decisions committee of the Associated Charities, because the society is the center of family rehabilitation work. Many of the families into which he goes will already be known to the Associated Charities or to one or more of the organizations co-

operating with it. Whatever he does should be according to plans worked out between himself and the officers or the committees of that society. He will be ready to make prosecutions or to ask another agency to do so when other measures fail. He will of course always have clearly in mind the purpose of getting the children back to school at the earliest possible moment.

We urge this close co-operation because the problems in many families which were listed with the attendance officer, but which may not have come to the attention of any of the societies in the city, will not be essentially different from those in families which were known to them. Let it be remembered that relief problems form only a part of the work of an Associated Charities and of the societies co-operating with it.

CO-OPERATION OF MOTHERS' CLUBS. In connection with these particular questions, it is our opinion that mothers' clubs of the schools should work entirely through the Associated Charities, for otherwise they are likely to dissipate their energies. Many of the members should be secured as volunteers in the working out of plans for rehabilitation. Special funds for individual families might be raised through the instrumentality of the clubs and upon appeal of the Associated Charities. We believe also that, in connection with the co-operative work of the attendance officer and the Associated Charities, many opportunities will be discovered where members of these clubs can tutor children who have suffered by irregular attendance, thus rendering a most effective service to the children themselves and to the schools.

SOME DETAILED SUGGESTIONS

In connection with the plan here submitted, a few details may be noted:

1. We assume that the comparison each year between school census and school rolls has already been worked out. A card index system will be most satisfactory for this purpose.
2. The superintendent or someone designated by the school board should prepare and present to the board suggested instructions as to what will be considered valid excuses. After approval these should be printed and furnished to principals and teachers.
3. Forms to be sent to parents asking for reasons for absence

should be printed. Whenever the certificate of a physician is required this should be plainly indicated on the blank, and in fact the reply may be signed by him.

4. If no reply to such a notice is received within forty-eight hours, or an unsatisfactory reply, the attendance officer should be notified.

5. In cases where children have previously been more or less irregular in attendance, teachers may use their discretion in immediately reporting absences to the attendance officer. It is useless to wait for formalities in connection with families which have been difficult in the past.

6. Notification to the attendance officer may be made by telephone but should invariably be followed by written statement on a printed form.

7. The attendance officer should first confer with the Associated Charities in connection with all reports. The information already on file should be considered and further investigating and visiting made as required.

8. We believe it desirable for the attendance officer to keep individual vertical files with family records upon blanks similar to those used by the Associated Charities. The information which an attendance officer should have is in many respects the same as an Associated Charities should have.*

* When a thoroughgoing reorganization is planned, we suggest that the board invite James L. Fieser, formerly director of the school attendance bureau of the Indianapolis schools and now general secretary of the Associated Charities at Columbus, Ohio, to Springfield for a few days of consultation. Mr. Fieser's work along this line in Indianapolis is very highly regarded; and he could also help in many administrative details.

PART V
SUMMARY OF CONCLUSIONS AND
RECOMMENDATIONS

X

SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS

It was realized from the beginning of the survey, of course, that the various suggestions and recommendations growing out of the facts collected would affect not only individual organizations, but also groups of organizations; and as the field work of the survey began to draw to an end it became more and more apparent that a satisfactory reorganization of the Associated Charities would need to be worked out, together with some plan for bringing about much closer co-operation among all the social agencies. In anticipation, therefore, of such developments, and with a view to preparing the way for handling local social problems on a community-wide and more co-operative basis, a meeting was called by the sub-committee on charities of the general Springfield Survey committee. To it were invited unofficially a number of persons vitally interested in the different agencies of the city. The meeting was well attended and was quite representative.

After a statement of the purpose of the meeting and a discussion of steps to be taken, the following preamble and resolutions were adopted:

Whereas, the Russell Sage Foundation is conducting under the direction of Francis H. McLean, General Secretary of the American Association of Societies for Organizing Charity, a survey of the charitable organizations of this city, and expects to make a report thereon in the summer or early fall, and

Whereas, said report may contain suggestions which it is desirable to adopt and carry into effect, and

Whereas, to adopt and carry into effect certain of said suggestions may require the co-operative action of two or more charitable organizations, while other of said suggestions may be adopted and carried into effect by

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the action of a single organization, independent of the action of any other organization, and

Whereas, While action toward carrying said suggestions into effect can only be taken by the proper action of the several organizations, none the less it is desirable to form a non-official conference of unofficial representatives of all the charitable organizations of the city affected by said suggestions to confer in regard thereto:

Therefore, Resolved that a committee consisting of Rev. C. G. Dunlop, Mrs. Stuart Brown, Dr. B. L. Kirby, A. S. Spaulding and A. L. Bowen is hereby appointed to call together such conference in the early fall after said report shall have been received, to confer in regard to the suggestions therein contained.

Further, Resolved that the following policy is suggested with reference to the recommendations contained in said report:

(1) Recommendations contemplating co-operation between two or more charitable organizations shall be referred to special committees upon which members of the governing boards of the organizations affected shall be included to consider and submit to the several organizations affected, plans for carrying into effect such recommendations in so far as may seem advisable that the same be carried into effect, such committees to report from time to time to the conference.

(2) Recommendations which affect exclusively one organization shall be referred to the organization affected and such organization shall be requested to report to the conference by December 1, 1914, what recommendations made are or may be carried out, what are approved but seem impossible of accomplishment, what are disapproved by the board.*

(3) Upon receipt of each such report the conference shall offer to appoint a Committee on Reconciliation between the recommendations of the report and the attitude of the board, the personnel of each committee to be approved by the board of the organization involved.

(4) When the ultimate program of each organization, so far as it may be affected by the approval or rejection or the recommendations of the report, shall be determined by its board, it shall be requested to make a report to the Conference which shall make an omnibus report to the Survey Committee or its successor including the reports of all the different organizations, such omnibus report to be followed by supplementary reports.

In accordance with these resolutions, and with a view to facilitating the work of the Conference of Social Agencies,

* Owing to the change in the date of publication of this report, it is suggested that this time be set for April 1, 1916.

the main suggestions and recommendations offered in this report will be summarized in two groups—those applying to the individual societies and those requiring united co-operative action.

INDIVIDUAL SOCIETIES

The chief conclusions and recommendations applying to the individual societies may be summed up as follows:

1. First, as to the institutions providing care for children, there are four such. Three of them—the Home for the Friendless, the Orphanage of the Holy Child, and the Lincoln Colored Home—are primarily interested in the dependent and neglected child. The fourth is the Redemption Home, which takes only rescue cases and dependent children who will not be received anywhere else. All apply practically the same methods of care. Although they have marked divergencies of policies, it cannot be said that any of them have attacked the causes of child dependency after thorough investigation of the cases and upon the basis of treatment planned according to the facts discovered. Moreover, the records kept do not sufficiently reveal facts on local conditions making for child dependency to form a basis for community action along preventive lines. While much valuable service has been rendered,—service which in the absence of the institutions might not have been available at all,—it must nevertheless be said that their work has been chiefly custodial and in the nature of material relief. The institutions have not been made to serve as stepping stones to the re-establishment of children in family life nor have they provided such educational, recreational, and other advantages for normal life in the institutions, as the best current experience would dictate. In view of these facts action is recommended along the following lines:

For the more detailed recommendations, reference should be made to earlier parts of the report where the points are discussed in full.

a. Improvements should be made in the investigational work and record keeping as well as in the interpretation of data collected so that the institutions may become not only better educational forces for such children as, after study, are found to need the care of an institution, but that they shall make themselves into educational forces aimed at removing the causes of future child dependency.

b. Each institution should provide only for those children who may not, for the time being, be better cared for in a family home. It should, therefore, be kept small and

brought up to the highest efficiency in diagnostic work, with sufficient and well-equipped staffs of workers, with well-planned sanitary cottages, provision for medical and psychological examinations, and for efficient training of older girls, not simply in the ordinary work of the households but in domestic science classes.

c. Except in cases of children requiring custodial care all their lives, the institutions should regard themselves as means to an end, the end being the re-establishment of children in family life; and preferably through a central organization for child welfare.

2. Although established for detention of delinquent children, the Springfield Detention Home has been used much more as a place to hold poor children. This practice is thoroughly condemned. The holding of dependent children in the detention home should be discontinued and provision made for their care in some other institution—preferably the Home for the Friendless—unless completely separate wards can be provided for dependents and delinquents.

3. More investigation, not only of the facts regarding the child's dependency but also of the motives and character of those wishing to adopt children, is needed in the county court.

4. A city dispensary under the city health department should be organized, and it should sooner or later provide for those suffering from tuberculosis. At the same time one of the specific aims of the educational work of the local Tuberculosis Association should be the securing, through city and county funds, of a public tuberculosis hospital.

5. The indigent insane should not be confined in the county jail annex. They are ill, and arrangements should be made for their care in hospital wards pending transfer to the state hospitals.

6. The insane held at the county poor farm should be removed to the state institutions as fast as possible, and no others allowed to become inmates.

7. Confinement in the county jail annex of those suffering from grave alcoholic diseases should be discontinued and arrangements made for treatment in one of the hospitals until such time as the state may provide care for alcoholics.

8. The reorganization of the Associated Charities already recommended, under an experienced secretary, is in process. This should include among other things the establishment of one or more decisions committees, the securing of an assistant secretary, the better planning and organization of the financial campaigns

of the society, the raising of standards of investigation and treatment, the transfer of the responsibility for the clothing depot to some other organization, and various minor suggestions.

9. Although co-operation between the Tuberculosis Association and the Associated Charities is already close, the importance of referring all cases to the Associated Charities for social service where future destitution seems at all probable is strongly urged.

10. The work of the Humane Society should be reorganized to the end ultimately that all activities of the society relating to children sooner or later be removed to the juvenile court or to a central organization for child welfare, according to the needs of the individual case. The work for the protection of animals should continue to be handled by the police. It is expected, however, that for the present the Associated Charities will need to act as originator of non-support proceedings which otherwise would have fallen in the field of the Humane Society.

11. For the part of the Washington Street Mission, it is recommended that more detailed record keeping of the work of the lodging house for homeless men be gradually developed and also of relief work done, that physical examination and treatment be extended to all applicants, that a definite effort be made to replace men in their ordinary environments, and that the distribution of clothing be separated from the religious work of the mission.

12. The Earl Gibson Sunshine Society should follow a policy of doing no relief work excepting through existing agencies in the city.

13. The Kings Daughters' Home for the Aged is urged to establish a sliding scale of prices charged for admission, setting a minimum if necessary; and also to place in trust all capital sums received from inmates, demanding during the lives of the inmates only the income of their estates. The capital would go to the home at the death of the inmate, but in case of a desire to leave the institution, the trust could be easily dissolved and the capital returned.

14. A number of building improvements at the Sangamon County Poor Farm should be arranged for; occupations for all but the bedridden are urged and a graduate nurse should be added to the staff.

15. Improvements recommended for the work of the overseer of the poor of Capital Township include the securing of more experienced workers to handle this important office, a great improvement in the record keeping with reference to essential facts on the families helped, and closer working together be-

tween the overseer and other social agencies along some mutually understood plan of treatment.

16. A second officer of the juvenile court, who shall make more careful investigations and carry on continuous and intelligent visitation of widows, should be appointed. This will undoubtedly result in greater variation in Funds to Parents grants.

17. The school attendance bureau should be reorganized with a social worker in charge, and the work developed and systematized, as indicated in detail in the report.

UNITED ACTION

Action on the part of more than one society will be required with reference to the following proposed developments:

Confidential Exchange

The establishment of a confidential exchange by the Associated Charities is recommended. It means that the following agencies should officially agree to use it and that each should make a contribution towards its support. These contributions should range from \$50 to \$5.00 per annum.

Home for the Friendless.

Humane Society (until its work is reorganized as above recommended).

Tuberculosis Association.

Washington Street Mission.

City Physician (or his successor, a general dispensary).

St. Vincent de Paul Society.

Lincoln Colored Home.

Day Nursery.

Salvation Army.

Springfield Improvement League.

These are the agencies which are in daily need of a confidential exchange and which, except for one, are private in character, so that appropriations may be made for the support of the work. A committee should be formed in the conference composed of representatives of the organizations which agree to support the exchange, and this committee should serve as an advisory committee to the Associated Charities in connection with the

exchange. The contributions to the exchange thus made will not pay all the expenses involved.

Only one public agency is here listed, the city physician. We doubt if the county board could be induced to make an appropriation for this purpose; but as long as the office of city physician continues it will be worth \$50 of the salary to the incumbent to have such an exchange, for he can regulate his legitimate city work thereby. A dispensary, when established, will inevitably use it and should make an appropriation for that purpose.

The following agencies, public in character, will need it daily, and should also make use of it.

Juvenile Court.
Overseer of the Poor for Capital Township.
Sangamon County Poor Farm.
School Attendance Bureau.

In addition to the above agencies which should use the exchange a great deal, the following private agencies will make use of it also though not so constantly:

Orphanage of the Holy Child.
Earl Gibson Sunshine Society.
The Churches.

The churches should co-operate far more closely than most of them now do.

Child Welfare Service

A beginning should be made toward what will ultimately be a well-rounded county-wide child welfare organization which will stand firmly for comprehensive and sympathetic case work and for constructive measures for community betterment. Such an agency should make a thorough diagnosis of each application, socially, medically, and mentally; and should stand ready to supply treatment either through its own resources or through co-operation with other existing agencies. It should initiate an up-to-date placing-out work with departments for mothers with babies and a strong protective department prepared to prosecute when necessary. It should be organically connected with the Illinois Children's Home and Aid Society, and should work in co-operation with the Department of Visitation of

Children Placed in Family Homes of the State Board of Administration and also with those institutions of the county which deal with children. This work might start under a child welfare committee appointed from Sangamon County by the Home for the Friendless.*

Dispensary Service

The city should establish under its health department a free medical dispensary and take over the general medical service now performed by the city physician. The management of such a dispensary should be in the hands of a paid official, but a large volunteer staff of physicians should be organized. The responsibility for admission to hospitals on county charge should also be placed upon the dispensary. As a first move toward the securing of this dispensary service the Associated Charities should appoint a special committee to confer with the health department and county officials. The committee might later be enlarged to become a committee of the Conference of Social Agencies; and in any case should continue in existence until sufficient public backing has been secured to enable the public officials to act.

Movements for Community Improvement

The Associated Charities through its general secretary and upon motion of its board of directors should take up in the Central Conference of Social Agencies or elsewhere any matters developed as a result of its case work which point to the need of undertaking some new activity or enlarging some activity already undertaken, or of effecting some administrative reform or legislative measure, or of educating the community. An illustration of the need of such activity with reference to preventing violations of the child labor law was found in our special investigations of a few families, and also in the study of home conditions in the industrial section of the survey.†

Similarly the co-operation of the Springfield Improvement League will be of great value in making for a more intelligent

* Since this recommendation was first made, the Home for the Friendless has begun to initiate placing-out and other child welfare work along the lines here outlined.

† See Odencrantz and Potter, *op. cit.*, chapter on Child Labor.

public opinion bearing upon current social and civic problems in the city and county.

The Ministerial Association should also be counted on in this connection.

County Poor Farm

The Conference of Social Agencies should ask a joint committee of the Associated Charities and the Woman's Club to take up the questions, large and small, connected with the county poor farm, calling upon the conference for whatever other assistance may be needed in order to carry out an effective, and if necessary, long campaign for improvements. This campaign should include an endeavor to secure more adequate accommodations for the insane in state institutions and their removal from the almshouse. Some changes can and should be made at once, but larger building difficulties may involve a far longer campaign to arouse public opinion.

Public Outdoor Relief

The conference is also advised to appoint a committee upon which should be represented the Associated Charities, the Tuberculosis Association, and the St. Vincent de Paul Society, to consult with the overseer of the poor of Capital Township as to the possibility of his giving especial attention to tuberculosis relief, the assumption of responsibility in all cases of non-residents, and other matters of mutual concern already pointed out. We would also recommend that the committee take up with the board of supervisors the question of increasing the rate of weekly hospital pay for the county's sick. The work of the agencies indicated is distinctly affected by the policy of the overseer's office.

Moral Aid for Social Advance

In addition the conference should lend its moral support, in public ways, to those agencies—the Associated Charities and the children's institutions, for example—upon which must fall the task of making extensive changes in their work involving increased expenditures.

THE SPRINGFIELD SURVEY

Secretary of Conference

It is our recommendation that when the reorganization of the Associated Charities is effected that the new general secretary be asked to serve as secretary of the Central Conference of Social Agencies also, if mutually agreeable.

Future Development

The organization of this unofficial conference of social agencies is suggested so that a center of co-operation may be in existence to take up the recommendations of the survey, and work them out with individual boards of directors or with joint committees and boards.

This advisory task in itself may require one or two years. It is hoped that long before the expiration of this period the conference will have succeeded in creating a demand which by mutual discussion and agreement shall bring about the steady, related, coördinated, constructive development of social work in Springfield.

APPENDICES

APPENDIX A

TABLE 12.—INCOME, EXPENDITURE, AND NUMBER OF CHILDREN IN CARE, FOR FOUR CHILDREN'S INSTITUTIONS. SPRINGFIELD, 1913

	Home for Friendless	Lincoln Colored Home	Orphanage of the Holy Child	Springfield Redemption Home	Total
Income^a from					
Public funds	\$2,618	\$1,000	..	\$ 988	\$4,606
Investments	3,304	..	..	..	3,304
Donations, subscriptions, etc.	2,316	489	\$1,776	1,500	6,081
Board of inmates	1,204	..	..	..	1,204
Miscellaneous sources	188	..	..	..	188
Total	\$9,630	\$1,489	\$1,776	\$2,488	\$15,383
Expenditure^b for					
Salaries and wages	\$2,472	\$ 106	\$ 219	..	\$2,797
Provisions	2,701	751	759	\$1,930	6,141
Fuel and light	655	151	290	157 ^c	1,253
Clothing and bedding	774	236	..	..	1,010
Ordinary repairs	452	162	65	313 ^d	992
Miscellaneous purposes	2,302	122	24	80	2,528
Total	\$9,356	\$1,528	\$1,357	\$2,480	14,721
Total number of children in care	173	30	15	100	318
Average number of children in care	85	15	15	25	140
Per capita expenditure^e	\$110	\$102	\$90	\$99	\$105

- ^a Not including receipts for purposes other than maintenance.
- ^b Not including improvements or other extraordinary expenses.
- ^c Not including light.
- ^d "Buildings."
- ^e Based on average number of children in care during year.

APPENDIX B

TABLE 13.—MOVEMENT OF POPULATION IN FOUR INSTITUTIONS
FOR CHILDREN. SPRINGFIELD, ILLINOIS

	Child population of				
	Home for the Friend- less	Lincoln Colored Home	Orphan- age of the Holy Child	Spring- field Re- dem- ption Home	All Spring- field in- stitu- tions
In institutions on day of visit, May, 1914	90	20	13	25	148
In institutions at the begin- ning of 1913	75	20	13	39	147
Received during 1913	98	10	2	61	171
Total cared for in 1913	173	30	15	100	318
Discharged during 1913:					
To parents or relatives . .	31	8	..	16	55
To foster homes:					
Free	27	2	..	3	32
To board . . . . .	..	..	..	..	..
To work . . . . .	..	..	2	..	2
Transferred to other or- ganizations	48	..	1	2	51
Died . . . . .	..	..	..	12	12
Otherwise discharged . .	..	..	..	30 ^a	30 ^a
Total discharged during 1913	106	10	3	63	182
In institutions at the end of 1913	67	20	12	37	136

^a Discharged in ways specified but figures not distributed.

TABLE 14.—POPULATION OF FOUR INSTITUTIONS, CLASSIFIED BY SEX

Institution	Children in institution at			
	Beginning of year		End of year	
	Girls	Boys	Girls	Boys
Home for the Friendless	29	46	23	44
Lincoln Colored Home	10	10	8	11
Orphanage of the Holy Child	13	..	12	..
Springfield Redemption Home ^a	39	..	37	..
Total	91	56	80	55

^a Nineteen of the inmates at the beginning of the year were erring girls; the remaining 20 were babies or young children.

APPENDIX C

NAME *J. J.* ADDRESS *5,000 Austerlun Society A. S.*

First Name, Father *J. A. M.* Age Occupation *Business Administration* Wages

First Name, Mother *A. M.* Occupation Wages

First Names, Children *M. Army John* Ages *5 2* Occupation Wages

Form of Treatment.	For Whom and When.	Result.
<i>faith releases of Twentyone and storage fund</i>		<i>Rehabilitation of family</i>
Agencies Co-operating <i>\$20.00</i>		
Material Relief in 1913 <i>clothing and furniture</i>		
Conditions of Family <i>improved with program and non-employment</i>		
Special Data <i>Law, brother and sister of Mrs. J. J. Austerlun of N.Y., interested. C. A. Austerlun, 10, 3 years.</i>		

THE SPRINGFIELD SURVEY

BLANK FORM USED IN SUMMARIZING FAMILY RECORDS OF SPRINGFIELD SOCIAL AGENCIES

The form was drafted to meet the special case in Springfield, where a previous examination of records showed the kind of data available. The form should not be regarded as a model or inclusive blank for similar studies elsewhere

APPENDIX D

SPRINGFIELD SOCIETIES AND SOCIAL AGENCIES

The social agencies of Springfield at the time of the survey numbered 47. They are listed below together with a brief statement of their scope.

PRIVATE AGENCIES

SPRINGFIELD HOME FOR THE FRIENDLESS. Deals only with children, dependents, and high grade defectives. Receives children for institutional care, placing out or boarding at expense of guardians.

ORPHANAGE OF THE HOLY CHILD. A home for full orphan girls from any part of the Episcopal Diocese (not limited to denominational lines). Children are placed out from the institution.

LINCOLN COLORED OLD FOLKS AND ORPHANS' HOME. As its name implies, it is for these two classes of colored people. Children are placed out from the home.

SPRINGFIELD REDEMPTION HOME. A rescue home chiefly sheltering unmarried women soon to become mothers. Also places out children and is generally caring for a few in the home.

ASSOCIATED CHARITIES. A society for the co-operative treatment of family and community problems. Has been largely a relief organization.

SPRINGFIELD TUBERCULOSIS ASSOCIATION. Maintains dispensary for the tuberculous, also visiting nurses, who do both tuberculosis and general nursing; promotes educational campaigns against tuberculosis.

SPRINGFIELD HUMANE SOCIETY. A society "to assist in the enforcement of the laws in relation to cruelty to children and animals."

WASHINGTON STREET MISSION. Maintains a mission with religious services, also a lodging house for homeless men. Gives relief to families as an adjunct to religious work.

ST. VINCENT DE PAUL SOCIETY. Provides material relief for families in distress. Membership from Catholic churches. Attempts constructive work.

SPRINGFIELD DAY NURSERY. A place where working women may leave their children under school age when away from home to work. Organized while the survey investigations were in progress.

EARL GIBSON SUNSHINE SOCIETY. A society aiming to help families

APPENDICES

through other societies; also makes visits to county poor farm and hospitals; supports work with blind babies and maintains trained nurse during Fair Week in Springfield.

SALVATION ARMY. Maintains mission; provides material relief for destitute families.

KING'S DAUGHTERS HOME FOR THE AGED. A home for aged women.

ST. JOSEPH'S HOME FOR THE AGED. A Catholic institution for the aged of both sexes; no denominational limitations.

SPRINGFIELD IMPROVEMENT LEAGUE. An organization of Springfield women working for a cleaner and more beautiful city. (This agency was organized after the field work of the survey was completed.)

ST. JOHN'S HOSPITAL. A private pay hospital but receives county patients through overseer of the poor, at a weekly rate of \$4.00. Carries on no public campaign for funds.

SPRINGFIELD HOSPITAL. A private pay hospital which, however, maintains a ward for children whose guardians are unable to pay usual charges.

PROTESTANT CHURCHES (21). Many of these provide some charitable relief in addition to religious work.

YOUNG MEN'S CHRISTIAN ASSOCIATION. Religious, recreational, educational, and physical organization for boys and men. Has an employment bureau.

YOUNG WOMEN'S CHRISTIAN ASSOCIATION. Religious, recreational, educational, and physical organization for girls and women. Maintains also a cafeteria and Traveler's Aid.

PUBLIC AGENCIES

SANGAMON COUNTY POOR FARM. For aged people. A few others, including a number of the insane, are cared for.

OVERSEER OF THE POOR FOR CAPITAL TOWNSHIP. Gives relief in form of food, fuel, pauper burials, hospital service, and transportation.

COUNTY AND JUVENILE COURT. Deals with dependent and delinquent children, abandonment and non-support cases, and granting of funds to parents. (This is counted here as two agencies.)

CITY PHYSICIAN. Appointed by the board of supervisors for Capital Township. Treats poor patients without charge and recommends hospital treatment, and so forth, through township overseer of the poor.

DENTAL DISPENSARY. Maintained for school children by board of education.

TRUANCY OFFICER. An officer of the board of education.

SCHOOL NURSES. Officers of the board of education.

Of these 47 agencies, 36 co-operated by furnishing a complete or partial

APPENDICES

registration of families receiving service from them in 1913, or for other periods as noted on pages 60-61.

As to the 11 from whom no returns were received, the Young Men's Christian Association and Young Women's Christian Association naturally have no immediate contact with family rehabilitation; the county poor farm does not deal with families in their homes; the Humane Society officer declined to submit his individual family records; the Earl Gibson Sunshine Society had no records, its family work being done through other agencies; the two homes for the aged—King's Daughters and St. Joseph's—dealing only with old people, were not asked to register; and a request made to the Springfield Redemption Home for registration was withdrawn because of the delicate character of its relations with wayward girls. The Salvation Army work had just been reorganized and the Springfield Day Nursery just organized. The Springfield Improvement League was organized since the survey and is not counted among the 47. The absence of registration on the part of the Lincoln Home was due to a joint oversight of the home and of the survey staff.

APPENDIX E

TABLE 15.—COMPARISON OF FOOD COST PER FAMILY PER DAY FOR TWO DAYS. NEW YORK, 1909, AND SPRINGFIELD, 1913

(The size of family used here is six)

Food		Food cost per family per day for article specified		Excess of Springfield prices over New York prices
Kind	Quantity	New York	Springfield	
First day				
Corn meal	2 lbs.	\$.06	\$.06	..
Milk	2 qts.	.16	.16	..
Sugar	1½ lb.	.03	.03	..
Beef heart	½ lb.	.10	.07	\$.-.03
Rice	½ lb.	.04	.05	+.01
Prunes	1 lb.	.08	.10	+.02
Coffee	¾ lb.	.03	.04	+.01
Tea	.. ^a	.02	.02	..
Cocoa shells	.. ^a	.01	.. ^b	.. ^b
Butter	¼ lb.	.09	.07	-.02
Bread	2 loaves	.10	.10	..
Potatoes	.. ^a	.10	.. ^b	.. ^b
Molasses	.. ^a	.10	.. ^b	.. ^b
Total		\$.71^c	\$.70	\$.-.01
Second day				
Oatmeal	.. ^a	\$.03	\$.03	.. ^b
Milk	3 qts.	.24	.24	..
Sugar	1 lb.	.06	.06	..
Bread	3 loaves	.15	.15	..
Potatoes	1 qt.	.10	.05 ^d	-.05
Tripe	2 lbs.	.12	.12 ^e	..
Onions	.. ^a	.05	.05	..
Butter	¼ lb.	.09	.07	-.02
Apples	.. ^a	.05	.. ^b	.. ^b
Coffee and tea	.. ^a	.05	.05	..
Cheese	½ lb.	.05	.05	..
Total		\$.94^c	\$.87	\$.-.07

^a Amount not indicated.

^b Information not available.

^c Not including items for which information for Springfield was not available.

^d Assuming potatoes were bought by the peck, price \$.35.

^e Since tripe is not readily procured in Springfield, a substitute is assumed.

APPENDIX F

FISCAL CONSIDERATIONS WITH RELATION TO PRIVATE AGENCIES

The contributors' lists of the different Springfield social agencies, taking their last fiscal year, were obtained from the Associated Charities, Home for the Friendless, Tuberculosis Association, Humane Society, Orphanage of the Holy Child, Lincoln Colored Old Folks and Orphans' Home, Washington Street Mission, King's Daughters Home, Young Women's Christian Association, Young Men's Christian Association, and the Earl Gibson Sunshine Society. They could not be obtained from the Redemption Home or St. Joseph's Home for the Aged. The Salvation Army was too lately established and the day nursery too recently organized to make any report.

The lists from the Young Men's Christian Association, the King's Daughters, and the Earl Gibson Sunshine Society did not indicate the amounts of the individual contributions. None of the lists, of course, included the names of purchasers of tickets to entertainments, nor were the purchasers of Red Cross Christmas seals included.

Individual contributors may be classified by total amounts given to all causes, so far as known, as shown in Table 16.

TABLE 16.—AMOUNTS, INCLUDING MEMBERSHIPS, GIVEN TO PRIVATE SOCIAL AGENCIES BY INDIVIDUAL CONTRIBUTORS.
SPRINGFIELD, 1913

Amount contributed during year	Persons who contributed the amount specified
Less than \$5.00.....	581
\$5.00 and less than \$10.....	390
\$10 and less than \$25.....	230
\$25 and less than \$50.....	52
\$50 and less than \$100.....	17
\$100 or more.....	14
Unknown.....	267
Total.....	1,551

APPENDICES

This is an interesting result. It shows a pretty democratic support, not top heavy with contributors in the classes giving over \$50. There is, however, too great a decline in the proportions from the \$10 to \$25 group to the next two classes giving larger amounts; there should be more in the two latter groups. Satisfactory as the showing on the whole may be, there should be an education of more persons to enter the group of smallest givers and also a gradual pushing up from the group of small contributors to that of larger givers. We question whether anyone would for a moment affirm that any of the classes have reached "capacity limit."

Next let us notice the contributors classified by the number of agencies which they are assisting to support, as shown in Table 17.

TABLE 17.—CONTRIBUTORS CLASSIFIED BY NUMBER OF AGENCIES TO WHICH THEY CONTRIBUTE. SPRINGFIELD, 1913

Number of agencies	Contributors
One.....	1,065
Two.....	270
Three.....	117
Four.....	57
Five.....	26
Six.....	8
Seven.....	8
Total.....	1,551

This is a less satisfactory showing. It does not indicate a sufficiently broad basis of social sympathy when in a city of Springfield's size, only 42 persons are contributing to five or more agencies; and only 99 to four or more. No evidence was found showing any careful intensive development of the field.

INCOME

A classification of sources of income from all societies appealing for public support, which consented to fill out financial blanks prepared by the survey, gives us Table 18.

METHOD OF COLLECTING FUNDS

The Associated Charities, the Home for the Friendless, the Washington Street Mission, the Humane Society, and the King's Daughters' Home for Women raised money by personal and correspondence appeals.

The Washington Street Mission made use of a religious field day in which outside assistance in conducting the meetings was secured. The King's Daughters had the advantage of the co-operation of 19 local circles.

TABLE 18.—INCOME AND SOURCES OF INCOME OF CERTAIN AGENCIES: SPRINGFIELD, ILLINOIS, 1913

Agency	Fiscal year closing	Income from					Total
		Contributions ^a	Endowments	Inmates or beneficiaries	City, county, state	All other	
Associated Charities	Dec. 31, 1913	\$2,006.32	..	..	..	..	\$2,006.33
Home for the Friendless	Dec. 31, 1913	2,316.00	\$3,304.00	\$1,204.00	\$2,618.00	\$188.00	9,630.00
Tuberculosis Association	Jan. 26, 1914	2,621.99 ^b	..	..	260.00	546.61	3,428.60
Washington Street Mission	Jan. 24, 1914	3,408.13 ^c	..	527.90 ^d	..	..	3,936.00
Humane Society	Dec. 31, 1913	240.00	..	..	..	..	240.00
Kings' Daughters' Home for Women	May, 1913	4,415.49 ^e	..	1,050.00 ^f	..	..	5,465.49
Redemption Home . . . . .	..	1,500.00	..	..	988.00	..	2,488.00
Lincoln Home . . . . .	..	489.00	..	..	1,000.00	..	1,489.00
Orphanage of the Holy Child . . . . .	..	1,776.00	..	..	..	..	1,776.00
St. Vincent de Paul Society	Nov. 20, 1913, to Feb. 28, 1914	729.74	..	..	..	..	729.74
Y. M. C. A.	Dec. 31, 1913	2,928.54	110.00	4,704.29 ^g	..	1,646.12	9,388.95
Y. W. C. A.	Dec. 31, 1913	..	..	8,574.37	..	12,046.15 ^h	20,620.52
Total . . . . .	..	\$22,431.21	\$3,414.00	\$16,060.56	\$4,866.00	\$14,426.88	\$61,198.65

^a Includes receipts from entertainments.

^b Includes receipts of \$1,262 from Red Cross stamps.

^c Includes contributions from collections at meetings.

^d Payment of lodgings.

^e Of this amount only \$1,355.68 was raised outside the membership of 19 King's Daughters Circles. It also includes a few miscellaneous items, such as interest, which could not be separated.

^f Transferred to endowment fund.

^g Membership, class, and other dues paid by members for use of facilities of the associations.

^h This amount may be subdivided as follows: Cafeteria, \$11,271.38; rental of auditorium and parlors, \$418.50; miscellaneous, \$356.27.

APPENDICES

The Young Men's Christian Association raised its revenue largely by personal or correspondence appeals but also by benefits and to some extent by entertainments. The largest single item in 1913 was \$535.91 from a circus in the armory. The larger part, \$2,500 approximately, was raised by appeal. The sum of \$1,100 salary was paid for a solicitor in 1913.

The Tuberculosis Association received the sum of \$1,261.99 from the sale of Christmas seals. It also is sometimes the beneficiary from dramatic entertainments, these being conducted however through an intermediary, the Woman's Club, which in the last fiscal year gave \$1,000 to the association. It received \$429 from an industrial insurance company for nursing service for its policy holders. Its other income is in the form of membership or contributions.

The Young Women's Christian Association makes no appeal for general contributions, though it is presumed that the interest of some of those holding membership cards is philanthropic and not entirely personal.

RECOMMENDATIONS

We should strongly urge the publication of an annual report by each society having receipts amounting to \$1,000 or over. We do not mean a report simply given out through the newspapers, but one separately printed giving an account of the work, a financial statement, and a list of contributors with amounts contributed.

We would also recommend that all societies having receipts amounting to \$100 or over have their account audited yearly by certified accountants.

These two essentials to good stewardship of trust funds are not now a part of the system of most of the societies.

APPENDIX G

MATERIAL RELIEF IN SPRINGFIELD

An analysis was made of the total amount of material relief given by the different Springfield agencies. The exact amounts are not given, but a grouping is made of them by \$5.00, \$10, and (in one case) \$25 classifications. These results are shown in Table 19. The table is confined to outdoor material relief, not including expenditures by the county for hospital care nor in fact any other county expenditures than those going directly into the homes of families living in the city.

TABLE 19.—MATERIAL RELIEF GIVEN BY SPRINGFIELD AGENCIES
DURING 1913

Amount of relief given during year	Families that receive the amount of relief specified from						All families	
	Associated Charities	Churches and church societies	Juvenile court	School nurse	Springfield Hospital, Children's Ward	Helping Hand Circle King's Daughters		Overseer of poor
Less than \$5.....	61	12	..	..	3	1	83	160
\$5 and less than \$10.....	15	15	..	1	..	..	53	84
\$10 and less than \$15.....	5	3	..	..	1	..	37	46
\$15 and less than \$20.....	4	3	..	..	1	..	24	32
\$20 and less than \$25.....	2	..	..	..	..	..	18	20
\$25 and less than \$30.....	2	1	..	..	..	..	12	15
\$30 and less than \$40.....	1	1	..	..	..	..	23	25
\$40 and less than \$50.....	..	1	..	..	1	..	24	26
\$50 and less than \$60.....	..	3	..	..	..	..	11	14
\$60 and less than \$70.....	..	..	..	..	..	..	10	10
\$70 and less than \$80.....	..	2	..	..	..	..	3	5
\$80 and less than \$90.....	2	2
\$90 and less than \$100.....	..	1	12	13
\$100 or more.....	1	2	33	1	37
Total.....	91	44	45	1	6	1	301	489

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