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A study of welfare activities in the University Homes Project, Atlanta, Georgia

Juanita Cressiejoe Samuels
Atlanta University

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A STUDY OF WELFARE ACTIVITIES IN THE
UNIVERSITY HOMES PROJECT, ATLANTA, GEORGIA

A THESIS
SUBMITTED TO THE FACULTY OF THE ATLANTA UNIVERSITY
SCHOOL OF SOCIAL WORK IN PARTIAL FULFILLMENT OF THE
REQUIREMENTS FOR THE DEGREE OF MASTER OF SOCIAL WORK

BY

JUANITA CRESSIEJONE SAMUELS

ATLANTA, GEORGIA
JUNE 1945
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CHAPTER I

INTRODUCTION

That "housing is not shelter alone" has become the basis for the widespread acceptance of community and welfare activities as an integral part of any housing project. In planning for shelter in low rent housing projects these activities cannot be overlooked. Housing is primarily concerned with providing shelter, safety, sanitation, convenience, and comfort for all the people in dwellings at rents within their ability to pay. Housing should also be so planned as to facilitate the development of health, personality, citizenship, education, and creative leisure-time activities. These emphases form the plan for the tenant relations program. The housing project offers an ideal setting for such growth and development, not only for the tenants but for other families in the neighborhood.

The tenant relations program when wisely planned and nurtured makes for a workable manager-tenant relationship. This in turn contributes to the success of the low rent housing program. The tenants have the opportunity to organize, participate, and provide for the continuance and permanency of welfare activities, with encouragement and stimulation of the housing management and administration.

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Purpose of the Study

The purpose of this study of welfare activities in the University Homes Project, Atlanta, Georgia, is to describe the formation and organization of the welfare activities and to discuss their aims, leadership, and the types of activities conducted. Furthermore, the study will include the degree of participation and cooperation among members and the contributions of these activities to the growth of a community spirit.

Scope of Study

This study will consider organized club groups and welfare activities conducted in the project under the supervision of the management of the University Homes Project. Some attention will also be given to the activities of undirected groups.

Method of Collecting Data

Two schedules were prepared and used in collecting information: one for club groups and one for other welfare activities. Conferences were held with the manager and members of the staff connected with the welfare program. Each club and activity center was visited for additional material, and contacts were made with members and advisors.

Use was made of books, pamphlets and articles relating to the study.
CHAPTER II

UNIVERSITY HOUSING PROJECT

Housing as it is known today had little meaning for the people of the United States before 1933. With the inauguration of the Roosevelt Administration, the problem of inadequate housing was attacked for the first time on a nationwide basis. The rise of a housing shortage, the deterioration of old dwellings through the virtual cessation of repairs, and the need of finding employment for labor during the depression brought about the creation of the Housing Division of the Public Works Administration.

Only recently has Atlanta become conscious of the extent to which housing evils exist and the danger of allowing these conditions to continue. According to a federal social and economic survey, at least thirty-nine per cent of the people in Atlanta live in substandard houses. The Atlanta Housing Authority, established in 1938, began to eliminate slums by the erection of six clearance developments.

1 Nathan Straus, The Seven Myths of Housing (New York, 1944), p. 12.
3 "Rebuilding Atlanta," Housing Authority of the City of Atlanta, Georgia, Second Annual Report (June, 1940), p. 4.
4 The slum is a residential area in which the housing is so deteriorated, so sub-standard, or so unwholesome as to be a menace to the health, safety, morality, or welfare of the occupants.

The first major Public Works Administration housing project to be constructed for the exclusive use of Negro families was the University Homes Project, occupying nineteen acres of land adjacent to the campus of the Atlanta University System.

The project was completed in April, 1937. Approximately three years later the John Hope Homes were completed in an area adjacent to the University Homes. The two projects are managed jointly.

In March, 1940, the project was leased to the Atlanta Housing Authority in accordance with the stipulation of the Housing Act of 1937.

A real property inventory of Atlanta in 1934 established the fact of the high percentage of dwellings (1) of low rent, (2) in poor condition, (3) crowded, (4) lacking modern conveniences. These conditions are prevalent in the old Negro residential district of which the University Housing Project is a part. Housing studies in this city indicate that the project will be in good demand for the low income group, on account of both the scarcity of adequate houses and the proximity of the project to the central business district and the university environment.

The type of dwellings are two and three story flats and row houses comprising 675 living units in 42 buildings. There are 11 2-room units, 248 3-room units, 236 4-room units and 91 5-room units. Each building contains storage space varied in amount. Laundries will be fully equipped. A power plant will produce electricity for ranges, refrigeration, laundries, building and street lighting. A nursery school of 1686 square feet will be provided. Pre-school play area will occupy 20 small areas in addition to a playground of 116' x 205'.

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In order to gain a better knowledge of the need for housing, studies have been made of the demand for additional dwellings and the cost of slum areas to the public in crime and disease. The staggering cost has led to the realization that housing projects benefit the city as a whole as well as the families occupying them.

The University Housing Project has brought the following benefits to the Atlanta community:

1. Replaced 19 areas of slum property with 675 modern fireproof apartments.
2. Streets adjoining the project have been paved and broadened.
3. Furnished space for play areas, indoor and outdoor facilities for recreation.
4. Increased the assessment valuation of the project area from $145,000 to approximately $843,000.
5. Simplified the collection of personal property taxes from 675 families resident in the project.
6. By replacing these nineteen areas of slum with clean, well-ventilated and well-planned apartments, the project will reduce materially the cost to the city for police protection, health, sanitation, crime, and juvenile delinquency chargeable to this area.
7. Increased the value of the property surrounding the project area. It is the opinion of real estate firms that the demand for real estate in the vicinity of University Homes has been increased by the construction of these projects. 1

This housing development offers to the hundreds of families it brings together an opportunity for a new plan of living. These families should be free to form pleasant and congenial relationships with each other, to have fun, to relax,

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and to feel a sense of security without being regimented. In
the housing project the whole family has a chance to play with
neighbors under the influence of a landlord who is interested
in their well-being as well as their rent. When the project
was planned, facilities for indoor and outdoor activities
were included. Provision was made for the employment of lea-
dership and supervision of these facilities and activities.

A program of activities for a housing project
will probably include the following: discussion
groups, nursery schools and play centers, libra-
ries, group medical care, sports and games, dra-
matics, cooperative buying, singing and dancing,
clinics, gardening, homemaking classes, furniture
repair, credit unions, woodworking and metalcraft,
clubs, hobby groups, consumer study clubs, educa-
tion, pottery and painting, vocational guidance,
employment, referral service, and project news-
papers. 2

Where the community provides adequate facilities for
community activities the project should not duplicate them.
Facilities which are present in the project should also be
available to the surrounding community.

The United States Housing Authority urges local
housing authorities to observe the following princi-
ples and procedures in relation to tenant activities:

1 Jean Coman, "What the Group Work Process Has to Contri-
bute to a Housing Program," National Conference of Social Work
(1941), p. 541.

2 Howard L. White, Community Living in a Low-Rent Housing
Project, Federal Works Agency, United States Housing Authority
1. Activities must develop as a result of interest, responsibility and participation on the part of residents in the development and the surrounding neighborhood. They should not be organized and controlled by the management staff.

2. The local housing authority and the management staff should indicate that they encourage community activities in the development on the same basis that activities are developed in any other part of the city.

3. Activities should be integrated with the community life of the surrounding neighborhood for the purpose of avoiding isolation of the development.

4. The local authority should assume responsibility for assisting resident groups with leadership, planning, financing, and programming where residents indicate that they wish their assistance.

5. Only competent personnel trained and experienced in community organization and group work should be employed by the local housing authority to supervise the community or tenant relations program.

6. Proper consideration should be given to the timing of sound and successful resident activities. They cannot develop overnight or within a period of months, because their success depends upon the growth of leadership, stability in membership, group morale, and sound methods of financing.

These principles can only take on meaning if the group work process is used. All group workers know the importance of sound organizational structure if the group is to function in high gear. 1

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1Jean Coman, op. cit., p. 543-544.
CHAPTER III

PROJECT SPONSORED ACTIVITIES

Welfare activities in the University Homes were started very early after the project was opened for the admission of residents. The first activities were sponsored by the project. The project has continued to initiate new activities. In some instances, facilities and leadership were not available, but by applying some ingenuity on the part of management and tenants, they came into being. Community facilities in the area were nil and the project became the center of many types of community activities.

Tenants' Association

The Tenants' Association was the first group to be organized. It came about in May, 1937 as a result of the desire on the part of residents to form a medium through which tenants could contact management, could promote social relationships and form a more ideal community.

All tenants are eligible to become a part of the association, to attend the monthly meetings, and to participate in the planning, initiation, and direction of various types of community activities.

Approximately thirty persons attend the meetings of the association and form the regular membership. The group and the leaders see the need for more ability in planning and more participation from other project residents. Many of the objectives of the group are realized, but only through the
work of a few of its members.

The Tenants' Association has had time to grow in stability, membership, group morale and leadership which are evidences of success in any group. However, these do not exist to the degree which years of development can produce. The group has experienced periods of real earnestness and enthusiasm and periods when interest was at a low ebb and confined to a few.

Some of the reasons for the lack of vitality in some phases of tenants' associations which have particular significance in this organization are:

1. General reluctance to give careful study to the method of organization that will give equal representation and at the same time provide smooth-working machinery.
2. The stimulation of competitive and prize-winning activities to the point where factional friction has been aroused.
3. Programs of activities are not sufficiently rich or varied in content to stimulate and sustain the interest of a large number.
4. A real lack is leadership - professional leadership to guide tenant groups through the organizational period, and to suggest wide-awake and colorful programs.

Board of Directors

The Board of Directors is the guardian of the Community Dollar and overall planning body of the tenant association. The board consists of thirteen members: six from the University Homes and six from the John Hope Homes. The mana-

1 Jean Coman, op. cit., p. 546.
ger makes the thirteenth member. The twelve members are elected at large by the tenants of each project. Membership is closed and is made up of adults. Meetings are held once monthly. The board is divided into three committees; welfare, recreation, public relations. One of the main functions of the board is to make out the yearly budget for tenant activities.

The Board of Directors is an outgrowth of the establishment of the Community Dollar.

In 1941, the management took a vote of all the residents on the question of continuing the haphazard way of raising money or setting up a central fund to be controlled by duly elected representatives of the tenants. It was explained that the money was to be used for the following purposes:

1. To eliminate house to house canvassing by making one donation to the campaigns if approved by the Board of Directors.
2. To support the community activities of our boys and girls, men and women groups.
3. To support a project newspaper.
4. To assist in the maintenance of our library and nursery school.
5. To provide equipment for the community center, the playground and workshop for the boys.
6. To create a scholarship fund.

A majority of the tenants voted to set up a Community Dollar Fund and to set up a Board of Directors.

Most of the Community Dollar comes from the tenants. The first year each family pays one dollar. The second year the Board decided that seventy-five cents from each family would be enough. An increasing amount of the Community Dollar is coming from interest on United States Government Bonds bought with your Security Deposits in war bonds. Twice a year the interest is distributed to the various projects.

In a community designed especially to provide a better place in which our children may grow it is natural that a large portion of our money should be spent on our children, but for those adults who had
special interests, the Community Dollar was able to provide equipment and supplies. 1

During the past year donations from the Community Dollar have been made to the YWCA building fund, the National Association for the Advancement of Colored People, the Atlanta Tuberculosis Association, and the American Red Cross.

Project Newspaper, "The Tab"

"The Tab" was first issued in 1937. It serves as a medium of exchange through which the tenants express themselves. The Tab aims to discover and to aid in the development of literary talent. It is issued monthly to the 1,284 families of the University and John Hope Homes. It consists of four printed pages and is financed by the Community Dollar.

The editor is a trained volunteer. Others on the staff serve as long as they are willing. There is the problem of securing adequate volunteers who are needed for the tremendous amount of work necessary to get the paper out.

News of interest of project activities as well as items of community interest are included in the columns of the paper. Along with this are carried pictures of residents who have in any way contributed to the welfare of the community.

1 Community Dollar. University-John Hope Homes, Atlanta, Georgia (1943).
Credit Union

The University Homes Federal Credit Union is opened only to the tenants and employees of the University Homes. It was started in 1938 through the stimulus of the National Board of Federal Credit Unions. It is designed to promote thrift among the members and to create a source of credit for the benefit of small wage earners at a reasonable rate of interest. The procedure and methods used are set up in the charter of the Union.

Homemakers Club

This club was just organized this year by the tenants to promote better home making. Activities are recreational and educational. Projects undertaken by the club will be directed toward the intelligent use of the family budget, nutrition, sewing, repairing, and crafts. The club uses the services of outside specialists in the field of home economics and tenancy.

If the club continues to give the members the information and skills they need and want it should prove to be a very useful organization.

War Wives and Mothers League

The War Wives and Mothers League was organized by a few of the women in the project who felt that they could work in civilian defense and offer their services in behalf of the
welfare of servicemen. The club members help in bond drives, fat collection, serve as volunteers at the USO lounge, furnish sandwiches at the lounge, and aid in the collection of tin and paper. Frequently, lecturers are invited to the club to speak on various phases of the present emergency. Many of the activities of the group are open to the general community.

The members are mainly interested in sponsoring activities to demonstrate their vitality and interest in projects connected with the war. Much of their effort is spent in building up the treasury. The leader is attempting to inspire the group to focus upon problems of war wives and mothers in relation to the servicemen.

Plans are underway for the purchase of a Community Bulletin Board on which the names of all of the men in University and John Hope Homes who have served in World War II will be inscribed.

**Youth Community Center**

The Youth Community Center was organized in 1944 by the recreational department of the University Homes to provide wholesome recreation in the evenings for the young people. An average of 275 teen-age and young adult men and women get together twice weekly for games, music, and dancing. The activities of the center are planned by a council make up of residents of the project. A co-op plan of operating
a snack bar at the youth center has been developed. Shares were bought by the teen-agers to furnish capital for stock. This year a banquet was held at which time the stockholders received their dividends. Some of the proceeds also are used to purchase equipment, decorations, and other incidentals connected with the activities of the center.

The Youth Community Center has enjoyed tremendous success in its year of operation. There is the possibility that it will be discontinued for the summer. Indications have come from attendants that they wish to see it continue the year around. Careful study should be made by the management staff before a decision to close it is reached.

**Motion Picture**

Motion Pictures were started in the University Homes by the assistant manager and the tenants' association on April 10, 1944, to provide recreation for the community. Forty per-cent of the attendants are children from the surrounding community. The projector was purchased by the Community Dollar Fund. All expenses incidental to the showing of films are borne by the admission price of ten cents. Admission is sometimes fifteen cents, according to the price of the film. The films cost from about $8.50 to $16.00 and provide entertainment for two hours.

Pictures of the west and of war action are the most popular since children are the greatest patronizers of the
movies. Special pictures are shown during holiday seasons. Various club groups in the project assist with the showing of the films. Three boys are taught each week to operate the projector. Advertising is done by resident youth interested in art.

An average of 210 attend the motion picture every Tuesday evening.

Little Theater Workshop

The Little Theater Workshop is primarily concerned with the development of poise and recreation through dramatics. It consists of eighteen boys and girls between the ages of 15 and 20. The group was organized in 1943. In addition to dramatics the group engages in music, crafts, study groups, and simple techniques of play production.

This group can profit from the educational and social values found in dramatics. Dramatics offers an opportunity for both sexes to work together, thereby training them in the value of teamwork and cooperation. Much of the self-consciousness of this age group can be relieved. They are exposed to means of discovering their abilities in certain areas. The study of personalities encountered in dramatics enhances their own personalities. Cultural advantages are the result of the wise selection of plays and the technical aspects of producing plays.
There is one teen-age club in the University Homes, "The Invaders", composed of boys 15-20 years. The group was organized in 1944 to curb delinquency. The activities are mainly sports and socials. So far the group has undertaken a soap and a milk shower for the nursery school. They are proud of the success of both ventures.

Records are kept of attendance, finances, activities, and educational background of the group to serve as a guide for counselling.

The membership is eighteen, with an average attendance of fifteen.

The club lacks stimulating activities for boys of this age group. The leader is not sufficiently equipped to guide and maintain the interest of the group. The boys come together because they want to keep the club going and also because they like the opportunity to be with one another. Disintegration is very likely unless suggestions are presented for a richer and fuller program of activities and better organizational techniques are employed.

Sand Lot League Club

The Sand Lot League Club was organized in March, 1945. It consists of boys 10-14 years of age. The club has an enrollment of fourteen, and an average attendance of twelve. The club was organized for the purpose of engaging in athle-
ties. Most of the active sports are carried out on the playground.

Model Craft Club

The Model Craft Club was started in February, 1945 to serve youth interested in modelling and woodcraft. The aim is to teach care and use of hand tools. The age range is 10-14 years, the club enrollment is fourteen, and the average attendance is ten. The group meets almost daily, although there is a definite weekly club day. The club enjoys a good deal of prestige and is growing in membership because of the appeal of the activities for the boys.

Records are kept of the interests, accomplishments, and achievements of each member which are used for work assignments.

Playground

Space for the playground and play lots were provided in the original plans of the project. There was no playground in the project area and the one provided in the project serves the entire neighborhood. During the summer months there is an attendance of approximately 2,600 children in the playground activities monthly. Supervision is provided on the playground to help the children through organized play to maintain harmony with their playmates and to gain new skills and joy in playing.
CHAPTER IV

ACTIVITIES INITIATED BY COMMUNITY AGENCIES

A housing development should not exclude those agencies in the community which offer services that may prove beneficial to the tenants. Community agencies should extend their services to the housing project. Understanding, cooperation, and planning are needed to establish a workable relationship between the project and the agencies coming in. Difficulties and misunderstandings arise when the proper relationship is not maintained.

By permitting community agencies to initiate, direct, and supervise activities the project and the agencies become aware of their identification with one another, a realization which is important in producing community spirit.

Girl Reserves

In the University Homes there are two Girl Reserves groups. The Bluebirds are junior girl reserves, ages 7-11, with a membership of thirty-five. The University Homes Girl Reserves is a group between the ages of 12-14. These groups are a part of the program of the Atlanta YWCA. The groups join in projects sponsored by the YWCA, such as a summer camp, recognition services, and a building fund campaign. The Bluebirds are interested mostly in crafts, music, and story telling. The Girl Reserves are interested in music, sports, trips, social activities and discussion groups.
Since the organization of Girl Scouts the Girl Reserves have lost some of their members to this organization. Recently all the officers of the Bluebirds, who controlled the group, joined the scouts. The leaders and members feel that they do not receive the guidance and supervision which is accorded the other group. This is a problem to be solved by the management staff and the cooperating agencies.

Hi-Y

The YMCA organized the Hi Y group in the project in order to give the boys and the people in the project the feeling of being members of the larger community. The ages of the boys ranged from 9 years to 12 years. Activities were mainly sports and social activities. Records of the age, address, parents and their occupations were kept for each member.

This group has ceased to function since January, 1945. Other activities are absorbing the boys who once formed the Hi Y group. No attempt is being made, at present, to reorganize them.

Some of the reasons that probably account for the disintegration of the club are; lack of regular and trained leadership, lack of planning on the part of the two cooperating agencies, overlapping of program activities, absence of a definite goal, no clear understanding between the project
and the YMCA of the responsibility of each to the group, the lack of meaningful activities, and lack of coordination with other agencies working in the project.

In the study of other group activities the degree to which the above is present indicates the degree of disorganization and disintegration.

Girl Scouts

Girl scouting in Atlanta is relatively new among Negro girls. Troop 174 and Brownie Club 136 were organized in 1944. The stimulation of the new program and the appeal it has for the girls have made for the success of the groups. Much concern is shown for the programming of scout activities both in the project and by the main office of the scouts. The troops are sometimes forced to sacrifice some of their plans for activities in carrying out programs suggested by the two agencies. The troops join in celebrations and other activities sponsored by the scout agency.

Boy Scouts

Troop 99 of the Boy Scouts was organized in 1940. The scouts manifest a great deal of interest and ability in their troop and its activities, because of its leadership and the merit system in special areas of scouting. The leader is one of the original members and has the respect and admiration of the group. Attempts have been made to divide the troop be-
cause of the large membership but the group is not willing
to do this. The age range is 12-18 years with a total mem-
bership of thirty-eight and an average attendance of thirty.

Activities include crafts, sports, music, story telling,
discussion groups, trips, social activities, nature study and
camping, and the celebration of the anniversaries of the
troop and the Boy Scout movement.

The "Cub" group is in the process of being organized
to provide activities for the boys between the ages of 9-11½
years. It will serve as a reserve for future scouts. The
aim of the organization is to promote better relationships
between the parents and children. It is built wholly around
the home. Membership will total twenty-four boys.

The group has been in the organizational stage for
several months. Difficulty was encountered in securing the
services of five men to sponsor the work of the club.

Library

No library was available in the project area and no
space for it was provided in the original plan of the project.
The need for a public library for the community was felt by
the tenants' association. The association started by sponsoring
a book shower which brought in 300 books. Space was obtained
by converting one of the basement rooms.

The WPA took over the supervision of the library after
the association demonstrated that it should be enlarged and
become a permanent part of the community. It is now a part of the Carnegie Library although the Community Dollar contributes a sum towards its maintenance.

The library is staffed by two librarians, and serves the project, community, and part of the county. There are approximately 3,000 volumes of books with an adult and children's catalogue. Magazines include *Life, Time, Readers Digest, Negro Digest, Ladies Home Journal, Good Housekeeping, Story Parade, Christian Science Journal*. Newspapers include two dailies, *Christian Science Monitor, Pittsburgh Courier*.

Since the war there has been a notable increase in the use of the library. The greatest number of users have always been children. Especially popular with them are books about Negro, children written by Negro authors. Books dealing with child problems are widely read. The librarian is frequently asked by adults for "something comforting to read". One of the real handicaps with the adult group is their lack of educational background and hence their inability to benefit from many of the books which would be helpful to them.

During the past two summers a Vacation Reading Club has been sponsored by Rich's Inc. with certificates awarded at the close of the vacation period. The lack of space makes the rendering of such services throughout the year almost impossible.

An average of 1,250 books are circulated by the library monthly.
Nursery School

Because of adequate housing most of the children in a project do not need to be away from home as much of the day as do children of families of similar income where housing is poor. On the other hand, in some projects, there is a large percentage of working mothers who must have a place to leave their children during the day. Therefore a flexible program based on needs and conditions should be developed.

A functioning parent program carried along with a nursery school can help to strengthen the home and provide leadership for play groups.

A children's center in a public housing project must be available to the immediate neighborhood as well as to the tenants of the project, otherwise a feeling of resentment may easily be awakened against a group which seems to receive special service privileges along with housing consideration. In this way the nursery school becomes a real center for activities concerned with the welfare of young children.

Ideally, the parents should finance the nursery school. This is not possible for families of low income, but parent participation in planning, serving, and financing is possible in some degree.

There should be professional leadership - a person or persons trained in child development and in community understanding. This is essential to the successful functioning of such a program.

The University Homes Nursery School was begun in 1935 under the WPA for the benefit of underprivileged children. The Fulton County School System has taken over the supervision and also supplies the teachers. The purpose of the nursery school is to serve all classes of children both in the project and in the community whose mothers are working. Fifty children between the ages of 2 and 5 and twelve children of school age are registered. The school is staffed by a
head teacher, three assistants, one student assistant, and a maintenance staff (cook and maid).

The children are cared for from 8 a.m. to 5 p.m., Monday through Saturday, meals included. For these services parents pay a fee of $1.25 weekly. The fee for project residents is $0.75. This reduction is possible because the Community Dollar Fund contributes a sum towards the maintenance of the nursery school. The children also have the benefit of periodical medical examinations.

In order to coordinate the work of the nursery school and that of the home a parent education group has been organized. Activities include the discussion of child problems, home making, and health. An effort is made to link the work of the home and school for the benefit of the child. Professional assistance is engaged in as many areas and as often as it is obtainable.

Health Center

The Health Center is a well baby clinic serving the whole community. It is an extension of the State Department of Health and is staffed by a nurse and doctor. At present seventy-nine babies are served regularly by the clinic.

Undirected Activities

Undirected activities are largely social clubs, church clubs, and saving clubs. The groups have access to the facil-
ities and services of the project as do the directed groups. and have contributed to the general welfare and recreation of resident adults. These groups also secure space in the project newspaper, "The Tab". It has been found that the ability to form groups without supervision from the management staff enhances the freedom of tenants and strengthens the relationship between tenants and management.
CHAPTER V

THE RELATIONSHIP BETWEEN MANAGEMENT AND CLUB
AND WELFARE GROUPS

An inescapable part of the philosophy of public housing is that the management assume responsibility toward the tenants which the private real estate operator has always been free to ignore. Any community that provides low-rent housing to some of its members does so in the expectation that it will thereby solve certain social problems and make some amends for deficiencies in the structure of social relations. 1

While guidance and stimulation of community activities are essential, paternalism is renounced as a guide to action for management. In true democratic fashion the program must be guided by the needs of every child and adult in the community. Facilities and leadership must be provided only to create an opportunity for adequate satisfaction of these needs. 2

In the University Homes Project the management has assumed responsibility for leadership, financing, supervision, and the provision of facilities for welfare activities.

Leadership

The actual leadership of all club and welfare activities comes from the tenant population in the majority of cases. Such specialized projects as the health center and the nursery school have paid personnel. It has always been felt in public housing in Atlanta that the maximum benefits

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2 Howard L. White, op. cit., p. 9.
would be derived by the tenants by common planning and working out of their own problems. The development of leadership among tenants needs to be constantly promoted.

The Atlanta University School of Social Work uses the project groups for field work training of students in group work. These students become leaders and advisers for some of the groups.

Groups in the University Homes suffer from organizational difficulties, membership turnover, and changing leadership. The stability and permanency of the groups need not be handicapped by these factors if leadership is trained and prepared. It would be helpful for the leaders to get together in planned conferences and discuss their common problems and methods of handling them.

The aims and objectives of the club groups have not been integrated into the program of activities. The leaders should weave them together and give them direction. The objectives of a group leader in relation to the group are:

1. To promote the growth of socially desirable attitudes and experiences in mutually developing relationships.
2. To lead the group into enriching new experience, into higher degrees of useful skills, into new realms of knowledge, or into the wider range of social responsibility.
3. Participation in the economic, social, and political currents about them.

Letter from Hubert Jackson, Manager, University Homes Project, Atlanta, Georgia, April 2, 1945.

Financing

For the past five years a fee known as the Community Dollar has been levied by the tenants' association upon resident families. This voluntary fee aids in financing some of the community activities. Groups that benefit from this fee are the tenants' association of the University Homes, tenants' council of the John Hope Homes, and the project newspaper. A monthly fee is given to the nursery school and library. The fund is also used by the club groups of boys and girls. Donations are made to civic welfare organizations. The management does not allow red tape to hinder club and welfare groups from securing requests for funds. In addition to the Community Dollar Fund various smaller project clubs and groups have their own treasuries which they administer.

Supervision

Over-all supervision of all tenant clubs, groups and activities in the University and John Hope Homes is provided by personnel on the management staff. This included a management aide, project services worker, and the assistant manager. In addition to the supervision of group activities the management staff also performs administrative duties. In preparation for the supervision of activities staff members have had years of experience in directing group activities. The practice of group work in leadership and supervision has not yet been well developed.
The work of the management aide included introducing and interpreting to the tenants the new type of living found in the housing project, teaching tenants home economics with the assistance of volunteers in the field of home economics, and supervising adult activities: the tenants' association, "The Tab", the Homemakers Club, and the War Wives and Mothers League.

The project services worker is recreational director of adults and children, and supervises the Girl Reserves and Girl Scouts. Also under her supervision are the Youth Center, the Little Theater Group and the playground.

The assistant manager supervises boys' activities in addition to other administrative functions. The groups include HiY, Boy Scouts, Teen Age Club, Model Craft Club, Sand Lot Soft Ball League, and Motion Pictures.

In order to have a well rounded and well developed program of activities the management staff needs to accept the responsibility for better planning, programming and coordination of the work of all clubs and groups. Better supervision would prevent inter-group difficulties, overlapping of activities, and group disintegration.

The leaders in University Homes would profit from supervision through continued, planned conferences with the management staff, a conscious process of orientation to the agency, the groups and their objectives.

Record keeping is an indispensible part of group work.
The lack of records makes the study of group activities a haphazard one. The condition of the activities cannot be properly evaluated without records. They form a basis for supervision and direction of leaders and groups, and are valuable to the management in policy making, analyzing the work of the groups, giving the public some interpretation of activities and functions, and dividing responsibility.

Some of the obstacles in record keeping are:

- inadequate clerical assistance,
- too heavy load,
- not sufficient time for supervisors to secure records from volunteer leaders,
- insufficient training in the technique of record writing, and
- uncertainty as to what to record.  

The management staff keeps up a steady stream of activities. The impression is conveyed that some mass activity is taking place most of the time. These activities provide recreation, and keep the children and teenagers occupied during some of their leisure time.

Work with groups whether large or small in which the primary objective is a program to fill leisure time, to prevent delinquency, to "keep them out of mischief", or to "build citizenship", is often only a partial application of the group work process.

The fact remains that the reason more real group work is not actually being practiced where it might be practices, is due in part to a lack of understanding and appreciation of group work. This, together with the facts that few people have been educated and trained to employ it, that there is as yet no considerable recognition and demand for professionally

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qualified personnel may account for the long delay in using group work techniques. 1

Facilities

Facilities provided for club and welfare activities include: four club rooms, a scout den, auditorium in the office building, library, nursery school, health clinic, eleven play yards, one playground, and a spray pool. Groups initiated by community agencies also use facilities of the sponsoring agency. University Homes is fortunate in providing adequate facilities for its groups and having a fund from which equipment may be bought.

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### TABLE I

**ACTIVITIES OF UNIVERSITY HOMES**

**OPEN AND CLOSED TO THE ATLANTA COMMUNITY**

<table>
<thead>
<tr>
<th>Open Activities</th>
<th>Closed Activities</th>
</tr>
</thead>
<tbody>
<tr>
<td>Girl Reserves</td>
<td>Tenants' Association</td>
</tr>
<tr>
<td>Girl Scouts</td>
<td>Board of Directors</td>
</tr>
<tr>
<td>Boy Scouts</td>
<td>Staff - &quot;The Tab&quot;</td>
</tr>
<tr>
<td>Teen Age Clubs</td>
<td>University Homes Federal Credit Union</td>
</tr>
<tr>
<td>Model Craft Club</td>
<td></td>
</tr>
<tr>
<td>Sand Lot League Club</td>
<td></td>
</tr>
<tr>
<td>War Wives and Mothers League</td>
<td></td>
</tr>
<tr>
<td>Homemakers Club</td>
<td></td>
</tr>
<tr>
<td>Library</td>
<td></td>
</tr>
<tr>
<td>Nursery School</td>
<td></td>
</tr>
<tr>
<td>Youth Community Center</td>
<td></td>
</tr>
<tr>
<td>Little Theater Group</td>
<td></td>
</tr>
<tr>
<td>Motion Picture</td>
<td></td>
</tr>
<tr>
<td>Playground</td>
<td></td>
</tr>
<tr>
<td>Health Center - Well Baby Clinic</td>
<td></td>
</tr>
</tbody>
</table>


<table>
<thead>
<tr>
<th>Activity</th>
<th>Founded</th>
<th>Membership</th>
<th>Aver. Atten</th>
<th>Ages</th>
<th>Sex</th>
<th>Dues</th>
<th>Meeting</th>
</tr>
</thead>
<tbody>
<tr>
<td>Tenants' Assn</td>
<td>1937</td>
<td>All Tenants</td>
<td>30</td>
<td>Adults</td>
<td>M&amp;F</td>
<td></td>
<td>Monthly</td>
</tr>
<tr>
<td>Board of Directors</td>
<td>1941</td>
<td>13</td>
<td>8</td>
<td>Adults</td>
<td>M&amp;F</td>
<td></td>
<td>Monthly</td>
</tr>
<tr>
<td>Staff - &quot;The Tab&quot;</td>
<td>1937</td>
<td>Varies</td>
<td>-</td>
<td>Adults</td>
<td>M&amp;F</td>
<td></td>
<td>Varies</td>
</tr>
<tr>
<td>Girl Reserves</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Bluebirds</td>
<td>n.k.</td>
<td>35</td>
<td>15</td>
<td>7-11</td>
<td>F</td>
<td>.05 wk.</td>
<td>Weekly</td>
</tr>
<tr>
<td>Girl Reserves</td>
<td>n.k.</td>
<td>15</td>
<td>10</td>
<td>12-14</td>
<td>F</td>
<td>.05 wk.</td>
<td>Weekly</td>
</tr>
<tr>
<td>Girl Scouts</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Brownie</td>
<td>1944</td>
<td>24</td>
<td>16</td>
<td>8-10</td>
<td>F</td>
<td>.05 wk.</td>
<td>Weekly</td>
</tr>
<tr>
<td>Girl Scouts</td>
<td>1944</td>
<td>24</td>
<td>23</td>
<td>10-14</td>
<td>F</td>
<td>.05 wk.</td>
<td>Weekly</td>
</tr>
<tr>
<td>Boy Scouts</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Cubs</td>
<td>1945</td>
<td>24</td>
<td>-</td>
<td>8-11.5</td>
<td>M</td>
<td></td>
<td>Weekly</td>
</tr>
<tr>
<td>Boy Scouts</td>
<td>1940</td>
<td>35</td>
<td>30</td>
<td>12-18</td>
<td>M</td>
<td>$2.00 yr</td>
<td>Weekly</td>
</tr>
<tr>
<td>Teen Age Club</td>
<td>1944</td>
<td>18</td>
<td>15</td>
<td>15-20</td>
<td>M</td>
<td>.30 mo.</td>
<td>Weekly</td>
</tr>
<tr>
<td>Invaders</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Model Craft Club</td>
<td>1945</td>
<td>14</td>
<td>10</td>
<td>10-14</td>
<td>M</td>
<td></td>
<td>Weekly</td>
</tr>
<tr>
<td>Sand Lot League</td>
<td>1945</td>
<td>14</td>
<td>12</td>
<td>10-14</td>
<td>M</td>
<td></td>
<td>Twice mo</td>
</tr>
<tr>
<td>War Wives and Mothers League</td>
<td>1944</td>
<td>40</td>
<td>15</td>
<td>Adults</td>
<td>F</td>
<td>.50 mo.</td>
<td>Twice mo</td>
</tr>
<tr>
<td>Homemakers Club</td>
<td>1945</td>
<td></td>
<td>14</td>
<td>Adults</td>
<td>F</td>
<td>Varies</td>
<td>Twice mo</td>
</tr>
<tr>
<td>Little Theater Group</td>
<td>1943</td>
<td>18</td>
<td>12</td>
<td>15-20</td>
<td>M&amp;F</td>
<td></td>
<td>Weekly</td>
</tr>
</tbody>
</table>

1. Ave. Atten., Average Attendance
2. n.k., Not known
CHAPTER VI

CONCLUSIONS

1. The University Homes Project was designed with facilities to encourage tenant and community activities. Where the need was indicated additional space was made available. The whole community makes use of these facilities.

2. Many of the activities include the surrounding neighborhood. The use of facilities and participation in project activities makes for community spirit and goodwill.

3. Some of the activities were developed as a result of tenant interest, participation and responsibility; others by local agencies with welfare functions; and still others were initiated by the management.

4. The management has indicated that it encourages community activities and does not take a protective, paternalistic attitude towards them.

5. The management assumes responsibility for providing facilities, assisting with leadership, financing and planning. The Community Dollar furnishes a substantial financial basis for all organized welfare activities.

6. An analysis of the aims of the welfare activities shows that individual and group development in leadership, personality, and social consciousness is desired, that the relationship between management and tenants is congenial, wholesome and workable, and that the tenants and community
feel an enrichment by the presence of the project and its activities.

7. These objectives and principles have been realized in varying degrees. The employment of the group work process and technique would greatly increase this realization. The leaders have not taken full cognizance of the value of group work methods.

8. Most of the present activities have been organized only for one or two years. Many have been started but were short lived. Organized groups now in existence function mainly for recreational purposes; some few have educational value. Social action, as a group work process, is not embodied in the planning of activities. However, participation and cooperation of the groups in community-wide efforts and projects helps in breaking down isolationism and aids in the development of community spirit.

9. The difficulties encountered in the collection of information relative to the number and kind of welfare activities, their aims and formation lead to a belief that records are a necessity in group work. The use of records would provide a method for the analysis of activities, help the leaders understand the group and the individual members, show needs and lacks, provide a basis for supervision, policy making, and staff clearings, and furnish material for research and study purposes.

10. Supervision of volunteers takes no definite pattern.
There are occasional conferences which are concerned mostly with carrying out a particular activity. The management staff which assumes the responsibility for supervision has administrative duties which take primary importance.

11. Much of the overlapping of activities could be avoided by coordination and planning. It would also aid in eliminating the mechanical way in which some activities spring up and others die out.

12. The activities need constant study and direction in order to further the promotion of leadership, participation and social action.

13. The adults would profit from more work and pleasure activities. Most of the activities are for the children and teen ages. These activities should work at getting the men in the project interested. So far they take little part in project or community activities.

14. A broader health program for the community could be initiated by the project, dealing mainly with preventive and educative aspects.
## APPENDIX

### Schedule For Club Groups

<table>
<thead>
<tr>
<th>Name of organization</th>
<th>Date of organization</th>
<th>Organized by whom</th>
<th>Reason for organizing</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Expressed aims of the club</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Membership:</th>
<th>Open</th>
<th>Closed</th>
<th>(Check)</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th>Club enrollment</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Age Range</th>
<th>Sex</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Time and place of meetings</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>How often are meetings held</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Does the club have a constitution</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Are dues paid</th>
<th>If so, how much</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>How often are officers elected</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>How are they elected</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Average attendance at meetings</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Is membership excluded to project members</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
</tr>
</tbody>
</table>
Activities (Check in order of emphasis)

- Music
- Crafts
- Sports
- Dramatics
- Discussion groups

Others:

Trips
- Social activities
- Story telling
- Study groups
- Nature study

What special occasions are celebrated

Are specialists used in what areas

What social service ventures have been undertaken by the group

Were they successful

Why do you believe they were or were not successful
What community facilities does your club use

Leaders:

Age
Education
Work background

How recruited

How trained

Leader's relationship with the group (on basis of one visit)

Leader's estimate of participation and cooperation of members
Are records kept

What information do they include

To what use are these records put

Attitude of student toward each group
### Schedule For Other Welfare Activities

<table>
<thead>
<tr>
<th>Name of organization</th>
<th>Date of organization</th>
<th>Organized by whom</th>
<th>Reason for organizing</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

How staffed

<table>
<thead>
<tr>
<th>Whom does it serve</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
</tr>
</tbody>
</table>

What services are provided

<table>
<thead>
<tr>
<th>Charges for services</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
</tr>
</tbody>
</table>

How many are served

|                       |
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