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A study of the trends of community organization as reflected in papers and discussions presented at the national conferences of social work 1925-1943

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A STUDY OF THE TRENDS OF COMMUNITY ORGANIZATION
AS REFLECTED IN PAPERS AND DISCUSSIONS
PRESENTED AT THE NATIONAL CONFERENCES OF SOCIAL WORK
1925-1943

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

BY
ELIZABETH SHEPARD

ATLANTA, GEORGIA
JUNE 1946
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CHAPTER I

INTRODUCTION

Through the centuries man has shown some interest in the welfare of his fellowmen, and this interest has been expressed through various types of activities. The problem of poverty commanded the attention of philanthropists early in the history of man and much has been done in attempting to alleviate situations of poverty. The rise of humanitarianism and of the biological and social sciences became an interest in the causes of dependency, delinquency, and social disorder. Therefore, social work as a profession has developed in response to specific needs of individuals and groups of individuals.¹

...Social work includes all voluntary attempts to extend benefits which are made in response to a need, are concerned with social relationships, and avail themselves of scientific knowledge and method. There is no sort of activity wholly outside of social work of which these things are all true, but they are all true of each and every phase of social work...²

It has been generally accepted that the three phases or basic methods of the field of social work are social case work, social group work, and community organization.³

Interest in the general field of community organization increased rapidly during the decade following World War II; and this movement has gradually extended its scope and made "increasingly clear its real significance as a factor in social progress."⁴

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³J. P. Anderson, op. cit.
Much confusion has surrounded the use of the specific term "community organization", however, the writer does not deem it necessary to enter into a discussion of this factor at this point, and wishes to state that the term "community organization" will be used throughout as a label for the process to be discussed.

Definitions of Community Organization

Arthur Fink has defined community organization as follows:

...the process whereby social welfare resources are developed, extended, maintained, and coordinated for the purpose of making them available to people (individuals and groups) who are in need of such resources so that they may use them together with other resources toward more effective and satisfying living.1

Jesse F. Steiner has given an excellent exposition of the community organization movement in a systematic and comprehensive manner. He says that the central idea running through community organization "...in all its phases is that of coordination." It is primarily interested in the "adjustments and inter-relations of the social forces in community life."2

Fundamentally community organization has to do with problems of accommodation and social adjustment. More specifically it is concerned with the interrelationships of groups within communities, their integration and coordination in the interest of efficiency and unity of action...Community organization, is, therefore, not merely an essential process; it is also a continuous process in which adjustments are being made and remade to keep pace with changing conditions.3

In evaluating the processes and objectives of community organization the six discussion groups within Section III of the National Conference of Social Work, which was held in Buffalo, New York in 1939, found that there

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2J. F. Steiner, op. cit., p. 321.
3Ibid., p. 323.
was a considerable agreement on the nature, content, and limitations of the process of community organization.\footnote{R. P. Lane, "The Field of Community Organization," \textit{P.N.C.S.W.}, (1939), p. 512.}

Although the six study groups reached no agreement on a formal definition of community organization, three definitions were submitted by three of the study groups.\footnote{See \textit{Community Organization: A preliminary inquiry into its nature and characteristics}, Welfare Council, New York City, for the complete report of the discussion groups.}

One of the groups submitted the following definition:

Community organization is the process of dealing with individuals or groups who are or may become concerned with social welfare services or objectives, for the purpose of influencing the volume of such services, improving their quality or distribution, or furthering the attainment of such objectives.\footnote{R. P. Lane, \textit{op. cit.}, pp. 497-98.}

Another group proposed the following definition:

In the social welfare field, community organization may be described as the art and process of discovering social welfare needs and of creating, coordinating and systematizing instrumentalities through which group resources and talents may be directed toward the realization of group ideals and the development of the potentialities of group members. Research, interpretation, conference, education, group organization and social action are the principal tools used in the process.\footnote{\textit{Ibid.}, p. 498.}

The following definition was suggested by a third group.

Community organization is a type of social work concerned with efforts to direct social resources effectively toward the specific or total welfare needs of any geographical area. Its performance may involve such activities as fact-finding, coordination, improving standards, interpretation, developing welfare programs, changing patterns of social work, and promoting social legislation.

Notwithstanding the use of different words, the above definitions seem to convey a measure of agreement as to the meaning of community organization, and as to the characteristics of community organization. They all emphasize...
the importance of the coordination of social welfare resources to meet needs. The interrelationship of various groups within the community is another important factor that is pointed out in all of the definitions. The need for the discovery of social welfare needs is stressed in one; and the need of prevention as well as treatment is emphasized in another. The central idea of each definition centers in the mobilization of welfare resources to meet social needs within a community.

Research, fact-finding, interpretation, conference, coordination, education, group organization, social action, improving standards of social work, and promotion of social legislation are the principal tools suggested in these definitions of community organization.

Hence, community organization may be defined as that process in the field of social work which is concerned with the continual coordination and utilization of all social welfare resources on the basis of discovered social needs for the purpose of effecting social action aimed toward the amelioration of these social needs and toward the establishment of the most satisfactory type of living for all of the people in a community.

Purpose of the Study

It is the purpose of this thesis to give a history of the development of the activities, the objectives, the methods, and the principles of community organization from 1925 to 1943, as reflected in papers and discussions presented at the National Conference of Social Work during this period. The thesis will be concluded with a brief summary and some definite conclusions based upon the material appearing in the thesis.

Scope and Limitations

The fact that the bulk of the material used for the thesis shall be
based upon articles appearing in the Proceedings of the National Conference of Social Work \(^1\) places some limitation on the scope of the thesis. Although the material shall be limited, it should be pointed out that the articles used were written by persons who are authorities in the field of community organization.

Twenty-six of approximately fifty-seven articles appearing in the Proceedings from 1925 to 1943 are used in the body of this thesis. There was some overlapping of subject matter in the fifty-seven articles; and it is the opinion of the writer that the material presented in the twenty-six articles used is representative of the general subject matter covered by the fifty-seven articles.

Method of Procedure

All of the articles pertaining to community organization, and appearing in the nineteen volumes (1925-1943) of the Proceedings were read by the writer; but, only those articles which were most pertinent to the subject being discussed are cited in the body of this thesis. The articles used were decided upon after the writer had made an outline of the thesis. Some of the reports of discussion groups formed within Section III (Community Organization) of the National Conference of Social Work were read, and these proved very valuable in aiding to clarify some of the articles appearing in the Proceedings. A limited amount of other published material related to the field was read, and some of this material is used in the thesis. This material included The Field of Social Work by Arthur E. Fink; Community Organization by J. E. Steiner; and Social Work Year Book, 1945, edited by R. H. Kurtz.

\(^1\) P.N.C.S.W. shall be used throughout this thesis to identify the Proceedings of the National Conference of Social Work.
CHAPTER II

THE PRE-DEPRESSION PERIOD (1925-1930)

During this period people were experiencing problems resulting from the first World War, and from the industrialization of cities. Larger cities had been and were being developed, and disintegrating forces were inherent in these modern industrial cities. A decreasing solidarity of the local community existed, and a simple community was becoming a thing of the past. Families were becoming disintegrated, and social workers began to realize that some plan must be made to meet the situation so that the city children might have a chance for a wholesome life, and that the family might hold its place as the normal center of the community.1

The task facing the social worker interested in the work of the community was a great one. How was he to attempt to do anything about the problems existing in the community? What did he know about the people in the community and the agencies in the community attempting to meet the needs of the people? What were the problems being faced by the people in the community, and what were the agencies doing to meet these problems?

In attempting to meet the problems facing them, social workers interested in community organization centered their attention upon the activities of community chests and councils of social agencies, because they felt that these agencies were attempting to coordinate the social welfare activities of the community. The social workers began to feel that the methods employed by these agencies might be an acceptable approach to their problem.

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Community Approach to Recreational Problems

Social workers began to realize that recreational opportunities must be provided for the children and the parents of the community. Community centers, and settlement houses became very prevalent; and these centers were established on a community basis.¹

One of the outstanding community centers was carried on in Chicago, and it was realized that this center was doing a necessary job for the whole family and the community, as well as for the individual persons who made use of it. Community Councils of mothers and fathers were organized, and then, out of their expressed needs, came the services of the center.²

Persons working in these community centers were interested in opening centers where the neighborhood would be responsible for the center, and where "the social demands are met by a very natural and spontaneous response on the part of the community."³

Programs for Community Betterment

Many activities were carried on by fraternal orders and social clubs. Their programs were centered around the "betterment of the respective communities", and these programs made a great contribution to community well-being. The Rotary Club of Ohio did a great deal in this respect. They assisted in "the improving legislation, knitting together of county health services, and the educational system in the interest of the crippled children of the state."⁴

¹Ibid., p. 381.
²Ibid., p. 382.
³Ibid., p. 383.
⁴C. W. Oreson, "Significance of Social Service Activities of Noonday and Fraternal Groups in Relation to Community Organization, as Viewed by a Social Worker," P.N.C.S.W., (1927), pp. 434-37.
Measurement of Social Welfare Resources

The activities of the American Association of Community Chests and Councils were of great significance during this period. This organization carried on a joint project with the University of Chicago Social Research Laboratory; and they attempted to measure the volume of several different kinds of social service work being done in many communities.¹

The Association of Community Chests and Councils and the Local Community Research Committee of the University of Chicago made an attempt to "promote measurement in social work", and to assemble statistical data. This was done by gathering monthly reports regarding the services rendered by twenty-four types of agencies in twenty-nine cities of the United States. They secured their data by the use of schedules that would give the desired information. These schedules were installed in the offices of the agencies where the information originated, but the collection of the data was supervised by the committee.²

In discussing the value of this program, McMillen pointed out that the figures secured by the committee gave some idea of the information that is made available to the individual agencies and to the Council of Social Agencies by a central statistical compilation. He emphasized the fact that statistics had been used in the past for publicity, for internal administration, and for such illustrations as they might throw upon developing trends, but in few instances had statistics been used to throw light upon community needs.³

³Ibid., p. 474.
It is thought that gradually, as such work progresses better definition of units will be worked out, more accurate counts will be made, ways will be found for determining the relationship between the work of social agencies, and the needs for services in the community, and gradually true and sensitive indexes will be established. These will serve, not only as measurements of progress or regress, but also as a basis for short time forecasting of community needs. They will supply rich stores of statistical data in confronting new problems.

When the necessary experimental and organizing work has been done, the keeping of such indexes may become a function of local, state and national governmental agencies established to promote the various phases of community welfare. It must be clear that with such instruments we shall be able far better both to lay plans and to make the public understand them.¹

The Welfare Council of New York City, and the Public Charities Association of Pennsylvania also set up reporting schemes to count cases coming to the various types of social agencies.²

Statistics and Community-wide Planning

Haynes said that there were two types of facts needed in planning a community-wide program. The first type is called "accounting or statistical facts"; and this group of facts would include (1) the quantity of work which is actually being done by agencies of different kinds, (2) related facts regarding the cost of each type of work being done, (3) facts relative to the real need for the types of work being done, and (4) predictions as to the future needs and possible preventive measures to meet the needs.³

The second type of facts needed are called "causal facts". These would include facts based on the characteristics of the population in a community, and facts based upon the environmental conditions influencing the characteristics of the population.⁴

² Ibid., p. 418.
⁴ Ibid., p. 456.
S. A. Queen emphasized that non-statistical data would be needed to supplement statistical data with other materials "derived from culture analysis and human ecology." This data would be necessary in determining what type of problem situations were associated with specific problems, and to determine what sequence of events led up to the problem situations.¹

Methods of gathering statistics.—Ruth Hill pointed out that there were four types of surveys that might be used to secure the facts necessary for community planning.

By use of the "intensive and general survey" social workers could examine all of the social aspects of life in a given area and could recommend next steps in development.²

The "pathfinding survey" could be used to study extensively, and not intensively, the social problems and social programs in a community, and to suggest needed areas of concentration of activities.³

Certain aspects of housing, health, and financial support of social programs could be determined by the use of the "intensive and partial survey".⁴

"The agency survey" would give a comprehensive picture of a single unit within a functional division.⁵

Hill suggested that surveys might best be attempted when both lay and professionals are united together in a request for a survey, and are ready

³Ibid.
⁴Ibid., p. 422.
⁵Ibid.
to face recommendations made by someone outside of the local situation who has had experience in the field of surveys.1

Value of statistics.—Social workers came to realize the value of statistics in their work. McMillen said that statistical figures which the social worker was attempting to gather were based on units that had been recognized and had been known by individual agencies for a number of years, but these figures had never been used to serve community-wide purposes in welfare work.2

Moreover, the very fact that data are complete and can be compared means that a concept of service measurements has been established that is uniform throughout the group. Prolonged use of the same unit of service measurement by all the agencies in a given field should eventually give meaning to that unit and thereby aid the social work group in their perennial task of interpreting the program to the public.3

In discussing the value of statistics some of the writers pointed out that the facts might be used in planning welfare programs. Deardorff stated that when conditions were brought to light through statistics these conditions seem to demand immediate action. Other figures seem to indicate the need for the revision or extension of certain programs. However, none of the figures seem to indicate how the necessary changes should be made.4

Deardorff said that the facts presented "no immediate specific program making possibilities", but they do furnish valuable information "by which gradually to reshape in the course of time the whole pattern of a community's social work."5

1Ibid., p. 425.
2A. W. McMillen, op. cit., p. 475.
3Ibid., p. 476.
5Ibid.
Ruth Hill stated that surveys might aid in "enriching the professional contributions, and developing a finer lay understanding concerning social conditions. She made the following statement:

I like to think of a social survey not only as a measuring stick, but also as a divining rod which may be used to show where the living waters of creative social leadership are to be found and how they are to be tapped.¹

Rowland Haynes also emphasized the value of statistics in interpretation and publicity. He was of the opinion that publicity was in need of three definite skills, namely:

(1) accuracy in making and recording observations of problem situations and social work processes; (2) ingenuity in classifying situations and processes so that it may be possible to deal with types rather than mere individual events; and (3) facility in giving the public vivid pictures (words, tables, or photographs) based on accurate and typical data.²

The facts gathered through statistical data also serve as a means for determining the incidence of social maladjustment and the volume of the services being offered by social agencies in a community.³

Objectives of Community-wide Planning.—The objectives of programs for community-wide planning were: (1) to determine the volume of the social services of the communities; (2) to determine the needs of the community; (3) to coordinate the social welfare resources of the community; and (4) to advance the common welfare of the community.

Robert W. Kelso stated that the purpose of community efforts during this pre-depression period was as follows:

...to advance the common welfare by protecting society from

¹R. Hill, op. cit., p. 429.
²R. Haynes, op. cit., p. 462.
anti-social forces, by rendering favorable forces more effective, and by developing a program of service conducive to such advance-
ment. The purpose in the organization of community forces in the interest of the common welfare is the attainment of a maximum re-
sult in terms of remedial and preventive social work that is reasonably attainable with the equipment and other means on hand.1

Very little was said in the articles written from 1925 to 1930 about the actual coordination of the programs of the individual agencies, but this was one of the apparent purposes of most of the activities which were prevalent. No suggestions were made as to how this program of coordination might best be accomplished, but most of the writers felt that a program of coordination was necessary. The techniques of community-wide planning were still in an embryonic state, and there was still much to be done toward re-
fining them.

Social treatment in all its varied aspects, whether through community-wide measures or through individualized forms, is not yet sufficiently articulated or consistently practiced to give much material for research purposes.2

Principles for Community-wide Planning

Although none of the writers of articles appearing in the Proceedings gave any definite discussions as to principles in the general field of community organization, most of them stated principles related to the spe-
cific programs they were discussing.

It seems apparent to the writer that the five tests of progress in community organization as presented by Kelso embody the general principles as implied or stated by the various other writers.

The first test is related to the coordination of programs. Social

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2M. R. Deardorff, op. cit., p. 419.
workers must be concerned with the thoroughness and adequacy by which the whole field of needs of a community is being met. Secondly, the progress of community organization can be determined by the efficiency of the methods followed, "not only in the individual elements of service coordinated, but also in the coordinating planning." The "soundness of the principles of action which lie beneath the methods used" is another factor which determines the progress of community organization. Progress of community organization may also be depicted by the "degree to which competition is disappearing and cooperation is increasing in the functional interplay of the various social enterprises." A final test of the progress of community organization is "the degree to which a community consciousness is developed by educational interpretation of problems and methods."

It is becoming apparent that we need not only an adequate, continuous guaranty of financial support sufficient to put the program through, but that we need, and must have, constant thoroughgoing, completely cooperative interpretation of our problems and methods to the public. This is a year round process designed to offer the community an accounting of services rendered, and to lay before them the problems of their own social order, keeping them conversant to all efforts aimed at the meeting of these problems, and building such a good will for social workers that as will provide the guaranties of financial support, and a sound public opinion behind the methods used.

Thus, the apparent principles underlying the activities in community organization during the pre-depression period were as follows: (1) community organization is a means of providing thorough and adequate services to meet the needs of the whole community; (2) community planning should be interested in the entire community rather than in individual elements;

2 Ibid., p. 481.
(3) social action in the field of community organization should be based upon sound facts, and upon discovered need; (4) cooperation and community interest, rather than agency interest should be the aim of agencies—thus leading to the disappearance of competition between agencies; and (5) a deeper community consciousness and interest in social problems should be developed by educational interpretation.

Summary.—During this pre-depression period social workers in the field of community organization became conscious of the importance of using a factual basis for discovering the needs of the entire community, and for discovering the available resources to meet these needs. However, no specific methods for discovering these needs were firmly established during this period, although some very definite methods were suggested.

This was a period of experimentation, and social workers were consciously seeking new tools to be used in the field of community organization. It became apparent that fact-finding and research were definite tools that could be used by social workers in their attempt to meet the problems facing them.

Community organization workers also became aware of the importance of effective interpretation of social welfare programs to the lay people of the community. Activities in this field were also done on an experimental basis, and the social workers realized that there were many lags surrounding their programs of interpretation.

Many concrete questions relative to community planning were raised; and the activities prevalent indicated promising areas for detailed research, and paved the way for further action and for further study.

Although little concrete work was done, the needs surrounding the job remaining to be done were revealed, and workers recognized the tasks ahead.
CHAPTER III

THE DEPRESSION PERIOD (1951-1959)

The period of the 1950's witnessed many changes in the field of social work.

The 1920's saw the chest and council development, the 1930's are witnessing an expansion of public social services under an integrated plan of federal-state-local organization. The social unit for planning under the influence of chests and councils has been largely urban. Under the stimulation of federal emergency relief measures, and since 1935 under the federal grant-in-aid of the Social Security Act, certain states are leading the way toward state-supervised and state-aid programs of public welfare with the county as a preferred unit for administration and service...1

Prior to this period the private social work agencies had carried on most of the work in the field of social work. The workers in the private agencies had attempted to establish standards in the field of social work, and had experienced some degree of success. Certain skills and techniques had been developed in case work and group work, as well as in community organization; and the value of professional service had become recognized.

During the earlier years of the depression workers in private agencies felt that they would be able to carry on the work, and some efforts were made to do this. However, the demands made upon the private agencies increased enormously, and it became evident that the funds available to private agencies was insufficient to perform the task. It was felt

by some that it would be possible for public funds to be used by private agencies, but this was felt inadvisable by the federal government.

Various state departments of public welfare made attempts to meet the growing demands made upon their communities; but as the situation grew worse, even states were unable to cope with the problem.

Appeals were made to the federal government, and after much debate and discussion, the federal government agreed to make loans to the various states. These loans were to be used to furnish work relief to the people in the community. However, the amount of money available through these loans to the states were still insufficient to meet the demands, and in May, 1933 the Federal Emergency Relief Act was passed. This Act provided for the appropriation of grants to the various states for relief purposes. The passage of this Act symbolized the acceptance of federal responsibility for the welfare of the people in need.

Thus, social workers in private agencies found it necessary to re-vamp their program in accordance with changes brought about in this shift from private social work to public welfare assistance.

Most of the articles in the Proceedings were papers in which specific examples of community organization programs to meet the arising need were described, mainly for the purpose of showing what successes had been attained in the undertakings. These papers included an account of the programs being carried on in a number of cities throughout the country. Some of the programs were merely mentioned by the writers, and others were only explained in very brief detail. The programs of Chicago, Cincinnati, St. Paul and Seattle were given in rather minute detail. For this reason, the programs of these four cities will be cited as examples of the trends
of community organization in the country during this period.

Statistics and Community-wide Planning

The Bureau of Statistics and Research of Chicago launched forth on an extensive program to provide simple factual material and figures to be used by the agencies, committees, and individuals within their community. They issued a monthly statistical bulletin containing "those service statistics which the agencies themselves and the various division committees of the Council have indicated are the most useful." A Social Service Year Book of Chicago was published and this contained a factual picture of the accomplishments year by year in the various fields of social work in the community. They also carried on a joint project with the Social Science Research Committee of the University of Chicago encouraging agencies to make use of available information regarding their respective neighborhoods. They "compiled census information on the 750 community areas in Chicago" in planographed form, and made this material available to the agencies at a nominal price.¹

The monthly statistical bulletin was compiled after consulting persons of the various agencies relative to the correct interpretation of facts gathered. This was done in an attempt to stimulate an awareness of the possible use of the figures. The Social Service Year Book was written by different committees each year. This approach gave various members of the different agencies an opportunity to see the lack of accomplishments in the field of social service and served as an impetus for the next

¹L. Bramenburg, "How Make Most Effective Use of What We Know," P.N.C.S.W., (1936), pp. 299-301.
year's work. It also gave the agency members a clearer concept of the actual problems facing social workers during this period.\(^1\)

Advisory committees were appointed to make a study of day nurseries "as a basis for raising standards within nurseries." A study of the free and small-fee camps was made to establish a camp directory.\(^2\)

Three large surveys were carried on by the Bureau of Statistics and Research involving "evaluative studies of individual agencies and of the functional fields in which they operate." In evaluating the studies Brandenburg pointed out the following strengths, and these will give a good idea of the methods used.\(^3\)

Patterns of community skepticism regarding the use that would be made of any material did not handicap the efforts made by the committees. The Community Fund financed the studies; and requests were made to the committee on statistics and research by the committees of the various divisions of the Council of Social Agencies for the studies to be made. Explanations regarding the purpose and scope of the studies were made to the agencies by the secretary of the planning group of the Council. Consent to be studied was secured from the various agencies after the question had been agreed upon by the boards of the agencies. A statement on procedures in making studies were given to all participating agencies. All recommendations were made by advisory committees which were representative of the dominant forces of the community. The agencies checked factual material before it was presented to the advisory committees. Facts and

\(^1\) Brandenburg, op. cit., p. 300.
\(^2\) Ibid., p. 301.
\(^3\) Ibid., p. 302.
figures were not released to the budget-reviewing committee of the Council until they had been given to the agencies for discussion and approval. An interpretation of the results of the studies were made by the research personnel, members of the board of the Council, and members of the planning division of the Council. Ways and means of effectively executing the recommendations were worked out between the division of the Council and the agency concerned, with consultation service provided by the research division.1

The weak points in the study procedure, as pointed out by Brandenburg, will also throw further light on the methods used in the project. The weak points were as follows: (1) the requests for the studies were made by the budgeting committee; (2) too many studies were made at one time; (3) too little time was allotted for the work; (4) studies were made of past and present agency practices instead of needs or neighborhood situations; and (5) considerable time was lost between the making of the studies and the making of the recommendations.2

The main objective of the program of the Bureau of Statistics and Research of the Council of Social Agencies of Chicago was to encourage the use of factual material by the agencies. The activities of the Bureau were based upon the principle that "simple factual material and the factual approach to problems in social work is greatly abbetted by making facts easily available, and by making them simple and readable, and by making them available promptly."3

1Ibid., pp. 304-05.
2Ibid., pp. 306-07.
3Ibid., p. 299.
Community Approach to Unemployment Problems

Social workers and interested citizens in Cincinnati set up a Four-Point Program to combat the problems of unemployment and relief. Several studies and attempts at stabilizing employment preceded the efforts in Cincinnati. The program included (1) vocational guidance and training for young people; (2) retraining of adult workers; (3) plans for regularization of casual labor; and (4) rehabilitation and care of the "unemployables".¹

Extensive research was done to establish facts upon which to work. A registration of employables was maintained; and this contained facts regarding the education, experience, and their fitness to work. Employment centers were maintained to make contacts regarding the vocational-training opportunities in the county. The vocational aptitudes and skills of applicants were studied; and information on all applicants were recorded on punch cards for instant use.²

Boards of five persons, representing the important interests of the community, were established to carry out the proposed programs. The professional and general public, the labor groups, the chamber of commerce, the community chest, and the schools were represented on these boards. The cooperation of both educational and social agencies was sought in helping to execute the program.³

The cooperation of both public and private agencies was secured in the program of retraining adult workers. Public relief was given to those persons needing it during their training period.⁴

²Ibid., p. 342.
³Ibid., p. 345.
⁴Ibid., pp. 345-46.
The leaders felt that a considerable portion of casual labor could be used, and a program was established on a geographical district basis. Small jobs to be done about the house were made available, and those persons who were able to do the work were given fairly regular employment.\(^1\)

Assistance was provided for those persons who were actually, and permanently unemployable. Problems within this group were studied, and both the public and private agencies joined in an effort to "provide adequate maintenance, rehabilitative service, and vocational guidance and training" for these persons.\(^2\)

The program for reducing unemployment in Cincinnati endeavored to provide adequate security (including direct relief) for those unable to earn a living, and rehabilitation and re-employment for as many as possible. The six main objectives of the program have been stated as follows:

(1)...to maintain a community central employment office for classification, selection, placement, and counseling of workers; (2) to co-ordinate the services of all public and private agencies to provide for the proper education and rehabilitation of the maladjusted, handicapped, and other workers; (3) to aid and promote efforts to provide temporary work relief for employable workers; (4) to assist business organizations in planning for stabilized employment; (5) to assist public and private agencies in planning for the integration of industrial development with community needs; and (6) to co-ordinate the research projects promoted by various agencies in this community to provide a factual basis to formulate plans, policies, and standard practices.\(^3\)

It was the belief of the leaders in the community of Cincinnati that assistance given to individuals within the community would be of value to the community at large. It was deemed necessary that social agencies, both public and private, should strive to develop a constructive community ap-

\(^1\) Ibid., p. 346.
\(^2\) Ibid., p. 347.
\(^3\) Ibid., p. 342.
Coordinate Planning on a County-unit Basis

The city of St. Paul reorganized its public welfare department so that "city and county institutions, relief and social security measures, and child welfare machinery (were) all coordinated." A public board of five people was set up "to control the destinies of a public welfare program in citizen participation." 2

Advisory citizen groups were established to work along with the various branches of the department of public welfare in an attempt to encourage greater citizen participation by citizens in the public welfare programs. The program was organized on a county basis, and the persons were trained to serve in many and varied aspects of the program. 3

All of the public welfare departments were coordinated into one program, and both public and private agencies were united into a "machinery for a coordinated research program which (could) amass the essential data on which detailed operations must be based." 4

The activities in St. Paul were based upon the principle that successful social planning must have its roots in local soil, must be determined by local needs, must arise from the consciousness of the local citizens, and must be in the interest of the entire community. It was felt that a direct participation by the entire community was necessary in order to make the program effective. It was necessary that all persons in the community became aware of the value and need of the welfare enterprise. 5

1 Ibid., p. 351.
3 Ibid., p. 373.
4 Ibid., p. 374.
5 Ibid., pp. 375-76.
The importance of a factual basis for coordinated planning was emphasized; and it was recognized that data should be gathered by both public and private agencies. Private agencies should shift some of the allegiance and sense of citizen participation which they had established to public welfare programs, and this would aid in firmly establishing the public programs. It was important that public welfare agencies should gain the support and recognition of the entire community.¹

Welfare Planning on a State-wide Basis

The statutes of Seattle gave the director of the Department of Social Security "authority for activities aimed at prevention." This broad term of the legislation gave the director an opportunity to make some efforts in the field of community organization. The activities included (1) community surveys of social resources; (2) campaigns for jobs in private industry; (3) a program of friendly visiting to old folks by organized leaders; (4) a home garden and a food-conservation program; and (5) the establishment of community Christmas activities (as a focus around which local community organization efforts could be crystallized.)²

The program consisted of the development of state-wide projects to be carried on in the individual localities. Community councils were established "as the local mediums for local programs." Local relief authorities were responsible for local programs. They were given definite instructions as to the objectives and procedures for the programs, and as to the philosophy of community organization being used in the activities. They were asked to

¹Ibid., pp. 376-77.
make attempts to discover available leadership in their respective communities "which would build the councils according to local need rather than any set pattern." County welfare councils, community councils (both delegate bodies), and informal community committees were established in most of the communities. These groups included membership based upon all major interest groups—civic, fraternal, church, educational, business, labor, and social work. These organizations used much initiative in starting their own programs which were related to recreation, transients, adult education, health clinics, etc. Attempts were made "to increase staff interest in community organization matters, and to instruct them in methods and procedures."

The Department of Social Security of Seattle attempted to develop a state-wide program "to do something to awaken, stimulate, and assist local processes of community organization." The basic objectives of the program were as follows:

...the conservation and further development of the same kind of citizen interest and group interest in the public program that has been the bulwark of private agencies; the performance of specific volunteer services within the public agency to supplement or conserve its resources, aid its personnel, and fill the gaps in its service programs; the better adaptation of new public programs to the viewpoints and mores of the local community, making this concept of social security indigenous to the crossroads; the establishment, in some form, of local facilities for central planning and co-ordination of all welfare programs within a county or community, and for local participation in state-wide planning; and the development of modes of better interpretation of the public program to the locality.

The program in Seattle evolved around the principle that "community organization proceeds from the community or not at all." It was believed,

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1 Ibid., pp. 445-46.
2 Ibid., pp. 443-44.
however, that is was possible "for a state-wide agency to do something to awaken, stimulate, and assist local processes."\(^1\)

Relationship of Public Welfare and Community Organization

In reviewing the activities, the objectives, the methods, and the principles of the four programs discussed in the first part of this chapter it is quite evident that there is a definite relationship between the field of Public Welfare and the field of Community Organization.

The field of public welfare was in a process of development, during the period of the depression, and the workers had to resort to experimental processes in attempting to meet the great demands facing them on every side.

Prior to this period social workers were usually engaged in activities with private social work agencies. During the depression period the work of public agencies increased, and in many instances workers left private agencies and accepted work in public agencies. It is evidenced from the account of the activities in the four cities cited that the public welfare programs had to be reorganized to meet the needs of the changing economic situations. It was realized that the public should be informed as to the extent and objectives of the public welfare programs, and that the public should have an active part in the performance of the tremendous tasks involved in the execution of the public welfare programs. The importance of factual material as a basis for community planning was recognized by the leaders in the public welfare programs.

\(^1\)Ibid., p. 453.
In discussing the program in Cincinnati Bookman made the following statement:

The community must be educated and its support secured in providing the necessary public funds; maintenance of workers and their families must be provided during period of training; health agencies must help to clear the psychological barriers and difficulties; some agencies must join the group-work agencies in building character and morale that is needed; cooperation of employer and labor organizations must be secured; and private as well as public social agencies must provide vital assistance and leadership.1

Arlien Johnson felt that the methods to be used in organizing county councils will depend upon individualizing the county or smaller community "which is the first step in community organization as in case work." The program must be based upon the common interest of the community.2

Johnson said that the reorganization of the programs would demand the shifting of social workers to public jobs, and the "carrying of ideas of community chest and the ideas of community organization to fit the new needs of the community."3

...We must gain recognition of the fact that interpretation is as necessary for the public agency as for the private, and that the methods and aims of the two are not always identical... but the interests of both are closely allied.

Private agencies must hasten to the support of the public agencies if the worst fears of the private agencies are not to be realized. Publicity and interpretation facilities must be consciously trained on the public programs, support must be mustered for public service merit laws, valuable board members must be encouraged to serve on the public committees, boards, and commissions; and finally public opinion must be mobilized for the election of a fine type of man for governor.

In the future it is probable, therefore, that social welfare planning as well will have to be adopted to this expanding function of state and county governments. At the same time, with a gaining interest in the merit system in public service, it is

1CM. Bookman, op. cit., p. 344.
2A. Johnson, op. cit., p. 363.
3Ibid., p. 364.
possible that leadership in community organization may shift from private to public agencies.¹

Wilmer Shields stressed the need for the recognition of the importance of the layman in any attempt to carry on a public welfare program effectively. He said that the "emergency agencies" had practically disregarded the importance of the non-professional support necessary to make their programs more effective.²

In the last eight or ten years the complete shift of emphasis from private to public and the almost utter disregard by the "emergency agencies" of the importance of non-professional support has given us a new challenge in the field of community organization.³

Attempts toward making a constructive community approach to the problems of unemployment and relief were prevalent during the depression; and it was fully recognized by public welfare leaders that the methods and principles of community organization would be the most advantageous means of accomplishing this end. Thus, it is doubtless that there is a very definite relationship between public welfare and community organization.

Trends of Community Organization

Experiences from 1925 to 1939 revealed the necessity of formulating specific methods and principles in the field of community organization. This trend became more evident during the latter part of the depression period. Prior to this time the papers in the Proceedings consisted chiefly of specific examples of community organization. Papers appearing in the 1937 and 1938 Proceedings made an attempt to analyze the processes of the various activities.

The realization of the fact that the experiences in the field of com-

¹Ibid., p. 367.
³Ibid.
community organization during previous years might be analyzed led to the establishment of discussion groups within Section III of the National Conference. This was done in 1938. It was suggested that discussion groups formed work during the year and report at the Buffalo Conference in 1939.

Report of Discussion Groups Formed
Within Section III of National Conference of Social Work, June, 1939

The report of these discussion groups will indicate very clearly the status of the field of community organization at the end of the depression period.

This group (1) offered three suggestive definitions of community organization; (2) offered tentative observations on the general aim, on six secondary objectives, and on twelve selected methods and the activities of the process; (3) experimentally delimited the field in which the process is carried on; (4) considered alternative names for the process; (5) referred to the importance of studying personnel requirements; and training for professional activity in the field; and (6) concluded with recommendations that seven selected aspects of the process be examined thoroughly.¹

General Aim.—The general aim of community organization was suggested as follows:

...that the general aim of Community Organization is to bring about and maintain a progressively more effective adjustment between social welfare resources and social welfare needs. This implies that Community Organization is concerned with (a) the discovery and definition of needs; (b) the elimination and prevention of social needs and disabilities, so far as possible; and (c) the articulation of resources and needs, and the constant readjustment of resources in order better to meet changing needs.²

¹R. P. Lane, op. cit., pp. 494-511.
²Ibid., p. 500.
Secondary Objectives.—Six secondary objectives were suggested by the discussion groups. They were as follows:

...to secure and maintain an adequate factual basis for sound planning and action; to initiate, develop and modify welfare programs and services, in the interest of attaining a better adjustment between resources and needs; to improve standards of social work and to increase the effectiveness of individual agencies; to improve and facilitate inter-relationships, and to promote coordination, between organizations, groups and individuals concerned with social welfare programs and services; to develop a better public understanding of welfare problems and needs, and social work objectives, programs and methods; and to develop public support of, and public participation in, social welfare activities. Financial support includes income from tax funds, voluntary contributions and other sources.1

Methods and Activities.—Activity was defined by the groups as "a specific project or service which results when a method is applied in a particular time, place, and situation." An activity is a specific program that is carried out, and a method is the manner in which the program is executed.2

Twelve suggested methods were given, and in some instances related activities were given. The methods suggested were:

...central recording;...planning;...making special studies and surveys;...joint budgeting;...education, interpretation, and public relations;...planning and execution of joint financial campaigns;...organization;...interagency consultation;...development and use of group discussion, the conference process and committees;...promotion of voluntary agreements through negotiation;...operation of joint services;...and, promotion of legislation, often referred to by the term "social action".3

Activities resulting from the suggested methods included the collection and publication of factual data; health programs; studies of community needs and resources; operation of budgeting programs; newspaper publicity, annual reports, public speaking, etc.; the creation of social service agen-

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1Ibid., p. 500.
2Ibid., p. 501.
3Ibid., pp. 501-02.
cies; and educational and legislative campaigns.¹

Since this thesis is mainly concerned with the activities, the objectives, the methods, and the principles of community organization it is not deemed necessary to discuss the other findings of the committee. It is only necessary to point out that consideration was given the use of alternative names for the process of community organization; and that some consideration was given professional qualifications for persons working in the field of community organization.

It is important to note that the discussion groups made a recommendation that something be done to insure the further examination of the problems of community organization; and that a critical examination of seven aspects of the community organization process should be made. These aspects were: the objectives, the activities; the methods; the principles of community organization; methods of evaluation of these four phases; the qualifications for personnel in the field; and the methods of training for professional activity in the field.²

Summary.--The activities in the field of community organization centered in the public welfare programs of the various cities and states, and it became evident that there was a definite relationship between public welfare and community organization. State-wide programs of welfare planning were established on a county basis; and the cooperation of private social agencies was drafted to aid in making these programs effective. The importance of lay participation received great recognition in these programs.

The encouragement of the use of factual material; the coordination of

¹Ibid.
²Ibid., p. 511.
public and private social agencies; the development of lay participation in public welfare programs; the establishment of local facilities for central planning and coordination of all welfare programs; and the development of means of better interpretation of the public programs to the community were the basic objectives of most of the activities conducted during this depression period.

The methods used included the gathering and compiling of factual data; the making of surveys; the establishing of advisory and community committees; and the coordinating of public welfare programs were some of the methods used during this period.

The basic philosophy underlying most of the activities was that a constructive community approach was necessary to combat the existing problems of unemployment and relief. It was also conceded that sound factual information should be used as the basis of activities. These activities should be built around community needs, and citizens should be made aware of the problems, as well as be encouraged to do something about them.

Social workers in the field of community organization became aware of the need of an analysis of the processes of community organization; and in 1938 study groups were formed to make a survey of the field of community organization. These groups made a study of the methods and objectives of community organization, and this was the first attempt toward establishing definite professional techniques in the field. Although the study resulted only in suggestions, a foundation was laid for the further study of the processes of the field of community organization, and a method of approach to the problem was suggested.
ganization on the national front was evident."

Yet counterbalancing strengths were revealed. Almost boundless human and material resources awaited the proper call. The nationwide system of public welfare and public health brought into being during the thirties constituted an underpinning for the nation's great task which was without parallel in the first World War. Private social effort showed many evidences of flexibility needed to round out the defense of the human sector at many points. Unity grew and now grows as objectives become defined and machinery becomes more adequate. And the broad spiritual base which rests on freedom and is inherent only in the democratic way of life is the shield and buckler for the fray. These strengths appear in spite of the absence of a national plan through which all national forces can be integrated into a single instrument for total defense.

It was realized that the whole national community would have to be involved in a program of integration for total defense. The achievement of total defense would require total participation. Total participation would necessarily include the participation of the government at all levels, as well as the participation of private effort. Total participation would include business, labor, agriculture, and all factors that affect the well-being of a community.

Various attempts were made on a national basis to alleviate some of the situations of community disorganization resulting from this war emergency. Social work leaders in federal departments, national voluntary associations, and numerous agencies came together in conferences and attempted to set up programs to cope with the situations facing them. It became apparent that federal leadership and participation was needed to coordinate established services and to establish new ones which seemed necessary.

2Ibid., p. 550.
3Ibid., pp. 550-51.
National Defense Advisory Commission.—The first step taken was the revitalization of the Council of National Defense; and an Advisory Commission was established to work with the Council. This commission was given the power to effect coordination in all fields related to the defense effort. The commissioners were responsible to the President for "coordination and planning in such fields as production, raw materials, labor, agriculture, price stabilization, transportation, and welfare and consumer interest." This Advisory Commission was given "over-all responsibility for directing national policy and the communities' responses."¹

Generally, operating or administrative responsibility was not assigned, and existing agencies, primarily governmental but partly nongovernmental, were looked to for carrying through the plans of action to be evolved through the coordinating and planning processes of the commission.²

A Division of State and Local Cooperation was set up within the Advisory Commission. This division suggested a plan of organization for both state and local defense councils, and attempted the formulation of state defense councils, as well as local councils in each state. The importance of the utilization of the existing departments of the state and local governments was emphasized. Defense councils were established around six major functional fields. These were: agricultural resources and production; civilian protection, both in the sense of maintaining law and order and protecting civil liberties; health, welfare, and consumer interest; housing, works, and facilities; human resources and skills; and industrial resources and production.³

¹Ibid., p. 551.
²Ibid.
³Ibid.
The greatest amount of success was experienced in the field of health, welfare, and consumer interest. Failure was due to the fear of Federal domination by state agencies, and to the fear of state domination by local and private agencies. Failure was also due to the lack of sufficient and efficient Federal leadership.\(^1\)

Although the National Defense Advisory Commission did not function very long, it was the first to attempt to meet the problems presented by the war emergency. It was set up "to stimulate and coordinate the civilian defense program."\(^2\)

Coordinator of Health, Welfare, and Related Defense Activities.—It became apparent that the councils established under the Division of State and Local Cooperation were not capable of adequately meeting the surging demands; and on December 7, 1940 the Federal Security Administrator was named Coordinator of Health, Welfare, and Related Defense Activities. Advisory committees representative of the various fields were established; and a field staff was organized around the Social Security Board regional staff. These divisions were concerned with the development of recreation programs in communities near training camps, the coordination of activities in the various communities, the studying of needs of the various communities, and the establishment of programs in which public and private agencies would largely assume responsibility.\(^3\)

Office of Defense Health and Welfare Services.—In September, 1941 the
Office of the Coordinator of Health, Welfare, and Related Defense Activities

\(^1\)F. K. Hoehler, "Community Organization at the National Level," P.N.C.S.W., (1942), pp. 241-42.
\(^2\)Ibid., p. 241.
\(^3\)R. E. Bondly, op. cit., p. 551.
was reconstituted by executive order of the President, and the Office of Defense Health and Welfare Services was established. This office was organized within the Office for Emergency Management, but the Federal Security Administrator served as its head.¹

The activities of this agency included providing recreation for uniformed men, and for defense workers; securing federal appropriations for general welfare needs such as roads, sewers, and schools; establishing recreation centers in communities near training centers; and coordinating the recreational, educational, and religious programs of certain national private social agencies for members of the armed forces. A national nutrition conference was sponsored through this agency to plan for the food needs of the nation.²

The Office of Defense Health and Welfare Services operated through the regions of the Social Security Board, and the United States Public Health Service; and, therefore, assistance was secured from the public assistance regional representatives in maintaining an active cooperation and interpretation of the programs to state and local authorities.³

Regional advisory committees were established to consider problems of family security, health education, wartime recreation, nutrition, child welfare, and other problems being faced by various communities. These regional committees served to develop patterns of cooperation to be suggested to the various states. The committees consulted representatives of voluntary agencies with respect to many problems. A Section on Recreation, and a Section

¹J. C. Colcord, op. cit., p. 242.
²R. E. Bondy, op. cit., p. 551.
on Social Protection was also set up. The need of day care for children of working mothers was recognized, and a Day Care Section was organized. This section received special allocations from the President's Emergency Fund for the promotion and coordination of programs for day care of children. An Advisory Committee on Family Security, and an Advisory Committee on Community Organization was also established and maintained.¹

Through the activities of the Office of Defense Health and Welfare Services Lanham Act grants have been made available to communities for the construction and maintenance of needed community facilities.²

Office of Civilian Defense.—The activities of the National Defense Advisory Commission were abolished by May, 1941 and the Office of Civilian Defense was established by order of the President to take over the work of promoting state and local organizations. The activities of the Office of Civilian Defense were centered around the work started by the Division of State and Local Cooperation. The activities of this agency consisted of the development of state and local defense councils to establish protective measures against civilian security. The agency was concerned with civilian protection and civilian war services to meet other war needs.³

The Office of Civilian Defense operated through nine regional offices corresponding to the regions of the Army corps areas. Its work was done by the establishment of defense councils within the various states, after permission had been secured from the state to do the work. These state defense councils were usually appointed by the governor of the state, but in some

¹Ibid., p. 243.
²Ibid.
³Ibid., pp. 243-47.
instances they were appointed by the mayor or some other official of the various communities.\footnote{T. Devine, "Planning the Civilian War Service," \textit{P.N.C.S.W.}, (1942), p. 271.}

The Office of Civilian Defense served as "the central planning and coordinating body for all programs related to the community and civilian war effort." Its job was to coordinate public and private agencies, and interested individuals who were concerned with civilian war activities; and to see that all necessary war activities were carried out in a unified and balanced community plan. Its activities were divided into two phases: civilian protection; and civilian war services, to meet other war needs.\footnote{J. C. Colcord, \textit{op. cit.}, pp. 147-50.}

Those persons who were interested in civilian protective measures were organized into Citizen's Defense Corps, within the defense councils. It was the responsibility of this group to see that adequate preparations were made to meet war hazards. Through the Citizen's Defense Corps volunteers were organized and trained for emergency service. The activities covered the entire range of activities necessary in the event of bombing. Firemen, policemen, medical workers, and public workers were included in the program; and these groups were usually used as the nucleus of the organizations. Where needed facilities did not already exist, as in the case of the air raid wardens' service, the federal defense councils proceeded to develop the organization required to meet the demands.\footnote{D. C. Smith, "Organizing for Disaster Preparedness," \textit{P.N.C.S.W.}, (1943), p. 286.}

The civilian protection division of the defense council was concerned with emergency medical service, and emergency welfare services. The medical
personnel and social workers engaged in this program were concerned with the
"planning and assigning of functions, and to the end of transforming their
plans into performance whenever disaster might strike."¹

The program of civilian war services was carried on by the Citizens
Service Corps. This group was responsible for all those civilian activi-
ties, other than protection, related to the prosecution of the war. The
program included salvage, transportation, war savings, services to service
men, recreation, consumer interests, nutrition, health and medical care,
welfare and child care, housing, education, agriculture, labor supply, and
plant utilization.²

Various committees were established within the local defense councils'
division of Civilian War Services. The activities of these committees cen-
tered in the actual problems presented rather than fields of work. The
divisions of Civilian War Services followed no national pattern of organiza-
tion, but they performed essentially the same tasks. The committees dealt
with problems of families and children, nutrition, recreation, and social
protection.³

Bondy stated that the purpose of the Office of Civilian Defense was

...to assure effective coordination of Federal relations with
state and local governments engaged in defense activities; to pro-
vide for necessary cooperation with state and local governments in
respect to measures for adequate protection of the civilian popu-
lation in emergency periods; to facilitate constructive civilian
participation in the defense program; and to sustain national morale.⁴

¹Ibid.
²J. C. Colcord, "The Impact of the War Upon Community Organization," op.
cit., p. 247.
³Ibid.
⁴R. E. Bondy, op. cit., p. 551.
Relationship of ODHWS and OCD.--The Office of Defense Health and Welfare Services depended upon the Office of Civilian Defense and the state and local defense councils to establish channels of organization within their structure through which the representatives of the ODHWS could do their work. The work of the ODHWS could then be carried on directly with states and local communities. Thus ODHWS was concerned with promoting activities to "alleviate the social and health problems created by war pressures," and OCD was concerned with the development of state and local defense councils. Committees were organized within the defense councils to plan programs; to aid in securing people to assume responsibilities; to encourage existing agencies to carry on activities; and to see that programs were executed.

...Only in the case of functions not assumed by existing health and welfare agencies, and which (could) be successfully carried on "in toto" by volunteers (such as salvage, war bond sales, hospitality, and amenities for members of the armed forces) (did) the committees of defense councils concerned with civilian war services themselves take on performing function...1

Principles of National Community Organization Activities

One of the principles underlying the activities during this period was that there should be total participation of all agencies and forces in the national community. This should include governmental and private agencies, as well as business, social, professional and volunteer groups.2

It was also emphasized that full use of existing agencies should be made before new agencies or services were created. It seemed advisable that the total participation should rest on a popular base, but authoritative direction or sponsorship should be present.3

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1 J. C. Colcord, op. cit., p. 248.
2 R. E. Bondy, op. cit., p. 553.
3 Ibid., pp. 553-54.
Activities were also based upon the principle that a total plan which is national in scope should be used in the programs. This would help in making a statement of the general needs of the country, and would give a picture of the magnitude of the work to be done. It would allow for the assignment of divisions of responsibility.¹

The defense councils served as the agency which assumed the responsibility of executing the war activities; and jurisdictional rights of the defense councils were recognized by the councils of social agencies and other agencies in the various communities. It was the defense councils' duty to see that the various local aspects of the war program were promoted.²

It seemed that the relationship of the professional social worker, and of existing social welfare agencies with the national plans for community organization were in the reverse. The Office of Civilian Defense, and the Office of Defense, Health and Welfare Services took the initiative in recruiting volunteers and in executing programs in the various cities. It became necessary for social welfare agencies and social workers to fall in line with the programs of these defense councils. Professional social workers served as volunteers in some of the activities.

It soon became comparatively easy for the defense agencies to secure the cooperation of the public because of the emergency situations surrounding their programs. The Office of Civilian Defense emphasized the use of volunteers, and most of their work was done through the activities of these volunteers.³

¹Ibid.
²Ibid.
Professional social workers were aware of the significance of the work being done by these defense agencies, and realized that some of the principles of the activities should be utilized in their programs. In attempting to determine the place of social workers and the council of social agencies in the national defense program Van Slyke made the following statement:

The war may be the impetus now, but what about afterwards? That is where the council of social agencies must come in. It must be ready, when demobilization starts and the defense council goes out of business, to hold these volunteers in the continuing health and welfare agencies. It must be ready to keep the purpose and the structure of the CDVO going and adopt it as the arm of the council of social agencies and as the community's central volunteer bureau. Councils will thereby develop a correspondingly broader influence and scope, they will provide a far larger channel of interpretation for their member agencies, and they will be the spokesman, not only for the comparatively small group of employed social workers, but for all the citizens who have the welfare of the community at heart. We desperately need to develop a feeling of community responsibility on the part of citizens in general. The CDVOs are now stimulating it, and providing the channel, but who will continue to do it after the war, unless it is the councils of social agencies.\(^1\)

**National Activities Under Private Auspices**

Although the national efforts toward community organization are the only ones discussed so far in this chapter, it is not to be assumed that these were the only agencies conducting community organization jobs during this period.

**The National Social Work Council.**—The National Social Work Council and Community Chests and Councils, Inc. organized a joint committee to study the relations between national social work agencies and local chests and coun-

\(^1\)Ibid., pp. 253-54.
oils. The National Social Work Council also conducted activities for re-
lating and integrating the services of the national agencies. Both of these
agencies took moves "directed toward improvement of relations and coordina-
tion on both national and local levels." 1

The National Social Work Council membership "consists of individuals
representing twenty-eight national associations." It seeks to provide a
means whereby those persons responsible for nationally organized social work
might readily exchange information. 2

**National Health Council.**—This agency represents thirteen social agen-
cies who were active during the war period trying to "coordinate the activi-
ties of its member organization to carry on joint projects in the field of
public health." 3

**National Education-Recreation Council.**—This organization consisted
of representation from twenty-one national agencies "organized into an in-
formal conferency body to exchange information and study common problems in
the leisure-time field. 4

No attempt has been made to cover all of the activities of community or-
organization that were being conducted during the national defense and war
period, but attention has been called to the fact that professional social
workers were still active in their various fields.

Through these (defense) councils, and in smaller and less
formal groups, national agencies (were) constantly exchanging
information, studying together a wide range of common problems
growing out of the work in their various fields, and engaging
in many joint enterprises locally and nationally, that taken to-

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3 *Tbid.*
4 *Tbid.*
gather—though they never have been charted—constitute a vast network of cooperative effort.\(^1\)

**Range of Community Organization**

In making a survey of the range of community organization Kurtz worked on the assumption that "community organization is a process of human relations having wide application in many fields, of which social work is one."\(^2\)

He made the following observations and conclusions regarding community organization.

1. Community organization is a process concerned with program relationships rather than with people.
2. Community organization is effectively practiced in certain circumstances by laymen without the help of professionals.
3. Community organization is necessarily practiced by every social agency in its struggle for survival and development.
4. Use of the community organization process is made between agencies in all communities, even where formal councils do not exist.
5. Intensive use of the community organization process is made by some specialized agencies, such as councils, organized for the purpose.
6. Community organization is practiced vertically, between a local agency and its state and national affiliates, as well as horizontally in the local community.
7. Community organization is generally a joint process in which professionals and non-professionals participate, with the non-professionals always having the last word.
8. The community organization process is used on the state level by both public and private agencies, in both horizontal and vertical relationships.
9. Community organization is practiced in the "community" of the nation by public and private agencies individually and collectively, even as on lesser jurisdictional levels, and laymen participate in the process here as elsewhere.\(^2\)

Kurtz concluded that community organization is a process utilized by single agencies and among groups of agencies for social welfare purposes on all jurisdictional levels, and it is used between levels in a variety of relationships. Community organization is broad in its aspects and it serves

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\(1\) Ibid.

\(2\) Ibid., pp. 400-11.
as one process to be used in determining and identifying needs for social programs, and in formulating and establishing such programs to be geared into the social and societal structure. It is a two-way process including both lay and professional persons, and depending upon the democratic procedure for its effectiveness.¹

Social workers had realized the need for study in the field of community organization and the first study and discussion groups were held in the fall of 1938 (discussed in a previous chapter). In the fall of 1939 discussion groups were formed in a number of cities "for the purpose of carrying on simultaneous and independent studies of what community organization is." A report of these discussion groups was presented at the Conference in 1940.²

Report of Discussion Groups, 1940

Prior to the meeting of the Conference representatives of the various discussion groups gathered "for a clearance of their findings."³

Members of the discussion groups came to the conclusion that the methods used to study the field of community organization during the last years were in need of revision; and it was suggested that a National Committee be established to keep track of all material gathered in the field. This committee would assemble and analyse all available material, and present the most suggestive parts when deemed advisable.⁴

It was agreed that the report of the 1939 discussion groups could be

¹Ibid., pp. 411-12.
³Ibid.
⁴Ibid., p. 462.
used as the basis for further study until it had been "tested, corrected, revised, narrowed, or enlarged."1

Method of Approach.—It was proffered that certain types of social agencies be selected, and that the activities of their staff members be subjected to "description, analysis, and classification." This would aid in determining what agencies "may be said to have community organization as their function, or at least one of their functions."2

....This will provide a large amount of objective material that is relatively undebatable...will make possible examination and discussion of types of social work activities in the light of such objective material...will provide the body of agreement required for testing the hypotheses of the 1939 report...and will defer broad generalizations and the drafting of final definitions until detailed evidence has been presented and accepted.3

Concepts of Community Organization.—Community organization is the art and process of developing potential resources and talents of groups of people and of the individuals in those groups." This is called "group development". The groups identified community organization with integration or coordination and suggested that Steiner's definition of community organization (see Chapter I) was basic to the field.4

It was agreed that the concept of "the adjustment of needs to resources" which was suggested by the 1939 report should be used as the basis for further study.5

Community Organization Records.—This is not a part of the general thesis, but it is considered an important factor by the writer. It seemed advisable that council staff members could assemble or summarize records on a few of

1 Ibid., p. 463.
2 Ibid.
3 Ibid., pp. 463-64.
5 Ibid., pp. 465-66.
the projects they have helped to carry out. It would be of value if a care-
ful recording of material related to the several techniques of community
organization was made by workers in the field. These records should in-
clude information relative to good and bad timing of projects; methods of
selecting projects; and methods of postponing and precipitating action.
This material would be of value for teaching community organization, and for
improving the methods in the field of community organization.¹

Principles of Community Organization.—It was accepted that the pro-
cess of community organization should be a "means and not an End."²

Eighteen principles were suggested by one of the discussion groups,
but only two were given in the report. The second principle included was
that social need should be the basis of all community organization.³

...Social need should be the determining factor in initiat-
ing, continuing, modifying or terminating an organization...No
agency or federation should be organized save on the basis of
felt need...No organization should be perpetuated after need for
it has passed...An agency's objective should be sufficiently broad
and its program sufficiently flexible to allow for constant ad-
justments to changing needs.⁴

Summary.—The period from 1940 to 1943 witnessed the establishment of
various agencies interested in community organization on a national level
for national defense.

Emphasis was placed upon the use of volunteers for the various programs,
and the use of volunteers was widespread throughout the country. Social
workers were cognizant of this fact and realized that the activities set up
would be useful in the further development of their own programs.

¹ Ibid., pp. 470–71.
² Ibid., p. 471.
³ Ibid., p. 472.
⁴ Ibid., pp. 472–73.
Getting the work done was the important thing during the war, and very little analysis was made of the actual activities of the Office of Civilian Defense, the Office of Defense Health and Welfare Services, and the other agencies active in the program of national community organization.

Workers became cognizant of the fact that total participation of the government, as well as the state and local agencies, was necessary in order to effect a national program of community organization for national defense.

Private social agencies and professional social workers worked along with the various national organizations, and they were willing to cooperate with the agencies attempting to do the work.

Social workers were still aware of the need for study in the field of community organization, and further steps were taken toward establishing a method of studying the process of community organization. It was agreed that the work done at the 1939 Conference should be used as a basis for further study in the field of community organization, but a new method of approach to the study was suggested.

Private national organizations were still actively engaged in the field of community organization, but the papers in the Proceedings gave very little discussion of the activities of these agencies. It seems that the organizations for national defense took the limelight, and private social workers gave of their time and efforts to make these undertakings successful.

Some consideration was given to what community organization really is, and it was stated that the process of community organization was used for social welfare purposes by agencies on all jurisdictional levels. The broad range of the field of community organization was recognized by social workers; and it was realized that any social worker in any field of endeavor had to make use of community organization techniques in his program.
Interest in the field of community organization increased rapidly during the period immediately following the first World War, and this interest has expanded greatly in its scope during the period from 1925 to 1943.

The Nature of Community Organization

In discussing community organization some of the writers referred to it as "the field of community organization", and others referred to it as "the process of community organization". It is the writer's conclusion that community organization is a process of action used in various fields of community life in an attempt to organize the forces of the community to meet human needs. This organization is done through the development, improvement, and coordination of social services. Community organization is a means used by individuals (social workers or lay people) to aid in achieving the needs and desires of human beings.

Community organization may be defined as that process in the field of social work which is concerned with the continual coordination and utilization of all social welfare resources on the basis of discovered social needs for the purpose of effecting social action aimed toward the amelioration of these social needs and toward the establishment of the most satisfactory type of living for all of the people in a community.

Community Organization Activities

As the work in community organization developed from 1925 to 1943 it was recognized that the activities of any given community must depend upon the discovered needs of that community. These activities will vary accord
ing to the nature of individual communities. Most of the activities aimed to the elimination of duplication in social welfare programs. New activities were created to serve as supplements to already existing ones. The tendency has been increasingly to find out what community needs are not being met and to then organize such programs as would meet these needs.

Some of the activities which have been accepted as fundamental to the process of community organization are the collection and publication of factual data, the studying of community needs and resources, the operation of joint financing and budgeting programs, the creation of social service agencies, and educational and legislative programs. These activities have centered around specific community problems, such as health programs, recreation programs, and child care programs. During the depression period activities centered in the public welfare programs, and it was recognized that there was a definite relationship between community organization and public welfare. During the war period activities became national in their scope, and it was evident that the "national community" must be considered in attempting to effect the best types of community organization programs.

In conclusion, activities in the process of community organization include: (1) community surveys; (2) joint budgeting; (3) conferences and discussion groups; (4) the establishment or elimination of social agencies or services; (5) programs of education and interpretation; (6) the collection, recording, and publication of factual data; (7) the modification of agency programs; (8) the promotion of agency cooperation and coordination; and (9) the promotion and planning of social welfare programs.

Objectives of Community Organization

The primary objective in the process of community organization is to effect a closer adjustment between human needs and social welfare services.
Community organization activities have aimed toward the coordination and integration of all social forces in a community to make for a better community life. Community organization workers have been concerned with (1) the discovery and definition of human needs; (2) the amelioration and prevention of social human needs; and (3) the readjustment of social resources to satisfy human needs.

The general objectives of the process of community organization are as follows: (1) to secure and maintain a factual basis for social planning and action (fact-finding and research); (2) to establish, modify or eliminate welfare programs and services in order to maintain a better adjustment between social welfare resources and human needs (planning of social welfare services); (3) to promote coordination between agencies, groups, and individuals concerned with social welfare programs (coordination and integration); (4) to develop better public understanding of welfare problems and needs, as well as social work objectives, programs, and methods (interpretation and education); (5) to improve standards of social work and to increase the effectiveness of individual agencies (improvement of social work standards); and (6) to encourage public support of, and public participation in, social welfare programs.

Methods of Community Organization

Methods in the process of community organization have varied in accordance with the types of activities promoted. Methods employed by workers from 1925 to 1943 include the following: (1) making community studies and surveys; (2) planning and executing joint financing programs; (3) the use of central recording bureaus; (4) the operation of joint services; (5) the development and maintenance of programs of education and interpretation; (6) the development and use of group discussions, conferences, and commit-
tees; (7) the planning and execution of social welfare programs; (8) the organization of social welfare services; (9) the integration or coordination of existing welfare services; and (10) the promotion of the use of volunteers.

Principles of Community Organization

The basic principle underlying most of the activities in the process of community organization has been that social need must be the basis of all social action. Social need should be the basis for initiating, continuing, modifying, or discontinuing any social welfare program or agency. The welfare of the entire community should be of paramount concern in the establishment of any type of social program. Social welfare services should be adequate enough to meet the demands of the entire community at all times. These welfare services should be adequate in quality as well as in volume. Social workers should be concerned with the thoroughness and adequacy by which the whole field of needs of a community is being met.

Lay participation is essential to the effective provisions of social welfare services. A community consciousness must be developed by educational interpretation of problems and methods. Successful social planning must stem from local resources, and must be built around local needs, spring out of the consciousness of the local citizens, and must be in the interest of all persons of the community.

Community organization has operated on the principle that a constructive community approach is necessary to combat any existing problem within the community. As the nation was faced with the perils of the second World War, it was recognized that this approach must be extended to the "national community". Total participation of all agencies and forces in the "national community" became imperative.
The full utilization of existing welfare resources should be made before new services are created. The principle of coordination and integration of existing social welfare services has been basic in the development of the process of community organization.

Throughout the development of the process of community organization, community organization has served as a means to an end, rather than a specific end in itself.

Conclusion

As a result of the experiments in the process of community organization from 1925 to 1943 community organization has broadened in its interests, and has become diversified in its activities. It has been recognized that community organization may concern itself with all the various aspects of community life—local, state, or national. It is evident that economic, as well as social and political, problems have been the concern of community organization workers. Public, as well as private, agencies have come to realize the importance of community organization in the development of their own programs.

The experiences during the second World War have added a great deal to the process of community organization. Activities for civilian war services cut across the standard divisions of social work, and introduced the idea of organizations around social problems rather than fields of work. Social workers who have previously engaged in one phase of social work (case work, group work, or community organization) have come to realize that they must work with the entire community, and must use some of the techniques of community organization in order to make their programs more effective.

The developments in the process of community organization were very spontaneous during the war period and social workers were cognizant of the
fact that much had been developed in the programs of the Office of Civilian Defense and the Office of Defense Health and Welfare Services that would be of value to the future of their programs.

Some definite activities, objectives, methods, and principles have been established in the process of community organization, but conscientious workers are still laboring at the task of further refining the process, and the last chapter of the development of the process of community organization is yet to be written.
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