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Some effects of federation on the program of South End Settlements

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SOME EFFECTS OF FEDERATION
ON THE PROGRAM OF SOUTH END
SETTLEMENTS

A THESIS

Submitted by
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CHAPTER I

INTRODUCTION

The Problem

The Federation of South End Settlements evolved as a result of, and in response to, recommendations made by the Greater Boston Community Survey of 1947. The purpose of the Survey recommendations was that through federation many of the agencies' problems, one of which was program, could be met in a more efficient and effective manner. The effect that federation has had on the program of the South End Settlements constitutes the problem which has been studied here.

The Purpose

The purpose of this thesis has been to study the effects of federation on the main areas of program in which changes have been attempted. These areas, as stated by the executive director, include the following:

1. Community Organization.
2. Detached Work Program.
3. Program Activities and Staff changes.

Each of the preceding areas have been studied in the light of the following questions:

1. What was the status of these areas prior to federation?
2. Why was it felt that changes were necessary in these areas?

3. How were these changes brought about?

4. What is the status of these programs at present?

The Scope of the Study

The scope of the study has been, in general, the consideration of the period from just prior to the establishment of federation to the present time. In reference to the area of community organization, the writer has briefly mentioned the historical development of the South End Planning Council through which community organization manifests itself in the South End.

Sources of Data and Method of Procedure

The sources of data included annual reports prior to federation, minutes of staff meetings, studies and surveys and written material obtained in the files of the federation headquarters. A series of interviews were held with the executive director, a former community organizer and the present community organizer, the former detached worker, and also with the neighborhood directors of three of the federation settlements. A short questionnaire was given to the presidents of the neighborhood associations in the South End in gathering information relating to the development of neighborhood associations during the past five years.

Although both written material and interviews were used
as sources of data, the extent to which each was relied on varied considerably in each of the areas studied. This was due to the fact that in certain areas there was comprehensive and detailed written data available and in other areas the written material was sketchy, poorly organized, and at times non-existent. In Chapters II and III the writer relied primarily on written documents, and in Chapters IV and V primary reliance was placed on data gathered from interviews.

In the personal interviews the writer used a series of guiding questions. In addition to the interviews it was necessary, on several occasions, to contact the neighborhood directors for the purpose of asking additional questions relating to the written data gathered at their agency that appeared ambiguous to the writer. The data gathered both from written documents and interviews were then studied and analyzed in the light of the questions asked of the study.

Limitations of the Study

The following limitations were encountered:

1. During the first five months of the academic year, the writer's field work assignment was in a different section of the city from that of the Federation of South End Settlements. This placed a limitation on the time that could be spent in the research procedure.

2. The writer was unable to survey the minutes of the
meetings of the joint board of directors because of the personal nature of many of these meetings. Due to this the writer's knowledge and understanding of some developments and changes were limited.

3. Due to the state of flux in which the federated agencies have been since the initiation of federation, no annual reports have been issued. The writer's belief is that the use of annual reports as data would have been particularly valuable to the study.

4. The interviews, with the exception of the numerous ones with the executive director, had less than the anticipated value. Two of the neighborhood directors interviewed were not staff members at the time federation was organized and were not, therefore, familiar with some of the changes that had taken place prior to their becoming neighborhood directors. Another interview was not as fruitful as the writer had hoped because of the difficulty in keeping the interviewee from continually wandering off the subject. Limitations two, three, and four were overcome, in part, through the series of interviews which the writer had with the executive director.

Value of the Study

1. The federation of agencies, in this area, is a com-
paratively new approach in attempting to solve many agency problems. It should be noted that the South End was not the only area that was recommended for the development of a federation of agencies, but was one of the first to make a move toward federation. Methods by which the Federation of South End Settlements has attempted to solve some of its problems may be of value to other agencies who have considered federation as a possible answer to many of their problems, or agencies who are presently in the process of federating.

2. The study proved to be of value to the writer who is particularly interested in the settlement field and who feels that he has gained some understanding of how certain agency problems might be dealt with.

3. The federation may find value in the study particularly in view of the fact that no previous studies have been made of the federation since its inception.
CHAPTER II

FEDERATION OF SOUTH END SETTLEMENTS

Factors Leading to Federation

In 1946, a joint report was filed by special committees set up by the Greater Boston Community Fund and the Greater Boston Community Council. This report recommended that a survey of the area's social and health needs and services be conducted by an independent group of Greater Boston citizens. This report was accepted by both the Community Fund and the Community Council and invitations were extended to 184 representative citizens of the Greater Boston area. Of the invitations extended, 180 were accepted and on March 7, 1947 the Committee of Citizens was formally constituted.¹

The fundamental objective of the Survey was, "...to make sure that the charitable dollar annually raised in Greater Boston does the greatest good for the greatest number in the most economical, effective way."

²

In January of 1949, the findings and recommendations of the Greater Boston Community Survey were published. Part IV of the Survey was devoted to a report on recreation and group work services. Many recommendations were made in

¹ Committee of Citizens, Greater Boston Community Survey, p. iii.
² Ibid, p. iii.
reference to both tax and voluntarily supported agencies. The main emphasis of the recommendations was placed, "... on the development of a community-wide program of recreation and group work services embracing both tax-supported and voluntary agencies; on central thinking and planning affecting the total community."3

A recommendation for a fundamental reorganization of the South End Settlements was made as follows:

Recommendation 51: The appropriate division of the Greater Boston Community Council with representatives of Lincoln House, South End House, Ellis Memorial, Hale House, Harriet Tubman House, and the Children's Art Centre, should develop a plan to effect the merger and consolidation of these six agencies in accordance with the following:

(a) A qualified headworker should be employed as the headworker for the consolidated agency.
(b) A single Board representing all interests should be organized as the Board for the consolidated agency.
(c) The financial resources of all the affected agencies should be consolidated insofar as possible. Their funds should be used for the work of the consolidated operations and legal action to this end should be sought if necessary. The Community Fund allotment for the consolidated operation should be reduced to conform to the total plan of the recommendation,...
(d) A qualified staff should be selected in accordance with the general plan ... of this report and employed as rapidly as possible.

3 Ibid, p. 115.
(e) The appropriate Division of the Greater Boston Community Council should, in cooperation with representatives of the consolidated agency and of other voluntary and tax-supported agencies in the South End, plan a complete program for the Area in accordance with recommendations of this report...

(f) The buildings now operated by the affected agencies should be objectively appraised with respect to their present and potential use. Those buildings determined to be without value to the overall program should be disposed of.

(g) The Children's Art Centre should be used as an Area Centre for a program of recreational art which forms an integral part of the total area program.

Immediately following the publishing of the Greater Boston Survey, representatives of the private agencies, both Red Feather and private of the South End, were asked to meet together by Frederick Taylor, President of Lincoln House, "...to go over the Survey Report and its implications in the South End Area."

Meetings under the leadership of Mr. Taylor were held every two weeks from January through June of 1949. The group became known as the South End Area Planning Group (hereinafter called SEAPG). Within a short period it was recognized that the group was cool toward the recommendations made by the Survey, and that the group hoped that they could, through


a better understanding of each other's agencies, work out a voluntary program of cooperation which might enable them to serve their community more efficiently and economically.  

In July of 1949, the SEAPG presented an interim report which showed serious disagreement with many of the recommendations made in the Survey. The report also made several recommendations of its own for voluntary joint action by the South End Agencies.  

In the fall of 1949 it was recognized that the agencies were carrying on just as independently as before the formation of the SEAPG. It was then recognized that if there was going to be any degree of successful cooperation between the agencies that could lead to more efficient and effective service to the community, it would be necessary to delegate authority to see that the recommendations made would be carried out.  

One of the great values of the SEAPG was that the member agencies, on their own, came to realize the necessity of giving serious thought and consideration to the specific recommendations made in the Greater Boston Community Survey.  

A subcommittee, composed of members from the agencies that were recommended for federation, was appointed to make specific recommendations in the specialized fields of camping,  

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old age, and youth work. The recommendations of these committees were accepted by the SEAPG, and immediate steps were taken to draw up an agreement.

**Organization of the Federation**

In the following, the writer has drawn on several references from the statement of agreement in an attempt to give a comprehensive view of what was involved for the agencies in becoming a part of the Federation of South End Settlements.

**Independent Powers**

It was agreed that in order to achieve common purposes it was necessary for each settlement house to transfer some of its independent powers and functions into the joint board of directors. It was on this particular point that the SEAPG recognized that for successful cooperation between agencies it would be necessary to delegate authority to see that recommendations made would be carried out. 8

**Policy and Budgets**

Member agencies agreed to abide by budgetary regulations and statements of policy that are issued by the joint board of directors, provided that these conditions do not effect the basic existence of the agency, or conflict with the agency charters or by-laws. 9

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9 Ibid, p. 2.
Preparation of the joint budget is prepared under the joint board of directors. Under no circumstances can an agency receive less money than their estimated income from all sources other than the United Community Services, and all designated income is to remain in the control of the agency to which it is designated.10

Property and Funds

Federation of the member agencies does not include the transfer of title to any property or funds acquired by the agencies either at the time of federation or at any subsequent time.11

Withdrawal from Federation

Although each agency agrees to remain a member of the United Community Service while a member of the federation, they may, upon giving a written notice by April first of any year, withdraw from the federation.12

Board of Directors

Prior to 1955 the joint board of directors consisted of not more than nineteen nor less than fifteen chosen by and from the boards of directors of the agencies involved. This section of the agreement was revised in January of 1955 and at present the joint board of directors consists of not more

10 Ibid, p. 2.
11 Ibid, p. 2.
12 Ibid, p. 3.
sixteen nor less than twelve. Board members serve for a period of two years. Other members, not exceeding in the aggregate four in number, can be elected by a two-thirds vote of the entire membership of the joint board of directors and these members also serve for a period of two years.\footnote{13}

**Executive Director**

It is the responsibility of the joint board of directors to appoint an executive director for the federation who becomes the headworker for each of the agencies in the federation.\footnote{14}

At the time that the initial agreement was made the following agencies became members of the Federation of South End Settlements:

- Children's Art Centre, Inc.
- Ellis Memorial & Eldredge House, Inc.
- Lincoln House Association
- Hale House Association
- South End House Association
- Harriet Tubman House, Inc.

**Board-Executive Director-Staff Relations**

It is through the joint board of directors that policies and directives are developed. The planning, organization and implementation of these policies developed by the board is, generally speaking, the responsibility of the staff. This is not structured as a oneway street, however, because

\footnote{13}{Statement of Agreement, January 1955. p. 3.}
\footnote{14}{Ibid, p. 4.}
staff members also funnel information regarding the needs of their own neighborhood up to the joint board of directors. It is necessary to depend on the staff for neighborhood information, for it is through their understanding and experiences of the particular needs of their neighborhood that policies can be set to effectively meet those needs.

The executive director is delegated the responsibility for the efficient and effective functioning of the total federation. He is responsible to the joint board of directors for the supervision and co-ordination of the program, agency staffing, record keeping, and the development of the budget. Budgetary responsibility is not carried out by the executive director alone, but through a cooperative relationship with the agency staffs and the joint board of directors.

The primary responsibility of the staff worker is the efficient operation of his (her) own program. Added to this comes another responsibility toward the functioning of the overall federation program in which planning is done on the basis of the total needs of the area.

In his relationship with the individual agencies, the executive director has felt that a great danger exists in overorganization. He has stated that the peculiar strength of the settlements is in their genuinely intimate knowledge of their own neighborhood needs. For this reason the formulation of overall agency policies has been kept to a minimum
on the assumption that each agency, knowing and understanding the peculiar problems and needs of its own neighborhood, can function more efficiently if it has the freedom to determine many of its own policies. An example of policy making decision arose in the fall of 1954 when teen-agers in one of the Houses requested that they be allowed to remain at their Friday night dances until 11:30 instead of 10:45. A check was made of the attitudes of the teen-age members' parents and it was discovered that most parents did not object to this later hour as most of their children did not come home immediately following the dance but stopped for coffee and doughnuts in a local eatery. This situation was brought up for discussion as to whether there should be a standard policy throughout the whole federation. It was recognized, however, in the case of one of the other agencies, that if the proposal was presented to the teen-age parents there it would have been met with an overwhelming negative attitude on the part of the parents. This may indicate that even within a small area, the attitudes and mores of the residents may differ and these factors should be taken into consideration in the development of agency policies.

Cooperation of Agencies

The agreement as structured indicates that the federation, through necessity, must depend on the willing cooperation of each of the agencies if it is to function effectively, as
each agency maintains its legal identity and the right to leave the federation at any time. This particular difficulty was faced in 1954 with the withdrawal of the Ellis Memorial from the Federation of South End Settlements.

In 1953, the old age program that was being operated at Ellis Memorial was transferred to the South End House at twenty Union Park. This deletion from the program at Ellis Memorial left service to small children as the only activity program being operated in the agency. As an economy move, the joint board of directors recommended that Ellis Memorial give up the building. The Ellis Memorial Board refused to accept the recommendation and voted for withdrawal from the federation.

The present building which Hale House occupies has been closed for activities due to the fact that the whole area which it serves is being torn down as the initial step in Boston's urban redevelopment plan.
CHAPTER III

COMMUNITY ORGANIZATION

Historical Development of the South End Planning Council

Community organization in the South End, which functions through the South End Planning Council, was initiated shortly after the turn of the century when Robert Woods, the founder of the South End House, sponsored in 1907 the "South End Improvement Society" as a form of neighborhood organization. The main areas of concern of the "Society" included obtaining better sanitary services from the city, improving transportation facilities, recreation and play space, and the restricting of saloons. Following the death of Mr. Woods in 1925, the organization collapsed until 1933 when a group of men representing seven South End organizations united in their concern over community problems.¹

It was during that period when, in the midst of the great depression, the federal government searched for local projects to be carried out by the Works Progress Administration as part of the program of the Emergency Relief Act. The City Planning Board, through its representative, worked cooperatively with the South End Committee to determine what pro-

jects could be carried out in the area. Because of its cooperative endeavors with the City Planning Board, the South End organization became known as the South End Joint Planning Committee. As a result of the success of this teamwork, the Planning Board established a Joint Planning Committee in seventeen other areas throughout the City. At the termination of the emergency relief program, all of the Joint Planning Committees ceased to exist, with the exception of the South End Joint Planning Committee.²

For the following seventeen years the organization functioned as the South End Joint Planning Committee until in May of 1949, in an effort to integrate the organization with the plan of the Boston Planning Council, a change in the by-laws was adopted in which the name of the organization became known as the South End Planning Council.

Structure of the South End Planning Council

The South End Planning Council functions as a delegate organization composed of representatives from institutions operating in the district; individuals who although not members of represented organizations are interested in the problems of the South End; and advisory members who are invited to meet with the Council.

The Executive Committee consists of four officers and all

the chairmen of standing committees.

According to the by-laws drawn up in 1949, the purpose of the Council is:

...to develop the constructive forces of the dis-
trict; to enable the member organizations, institu-
tions and similar agencies as well as individual
members, to work together for common ends; to
cooperate with agencies in other districts in pro-
moting the best interests of the whole city.3

Status of Community Organization Prior to Federation

Although the headworker of the South End House was the
executive secretary of the South End Planning Council, the
time that he could devote to the duties of that position were
limited due to the multiple responsibilities that he faced as
headworker.

A great deal of the strength of the council came from the
dynamic leadership of its president, a lawyer who for many
years had devoted his energies toward making the South End a
better community in which to live. The fact that much of
the strength of the council was to be found in the energies
of one person was in itself an indication of weakness. No
area with the complex and multiple problems faced by the
South End could hope to rely, to such a degree, on the re-
sources of one man.

The structure of the council emphasized delegates from
social agencies, social organizations, and churches, to the

exclusion of the development of neighborhood participation in the area. Thelma Shaw points out the importance of neighborhood participation when she states that:

There is an increasing interest in the concept of a broad council of citizens with a considerably widened base of participation. Widening the base is the first step that must be taken to insure better citizen representation and participation.

Throughout the history of community organization in the South End, neighborhood participation was always a difficult problem to contend with.

In the Greater Boston Community Survey, it was pointed out that under the proposal for Federation of the South End Settlements, as in other areas, special consideration should be given to the development of a community organization program with a wide base of citizen participation.

Following the recommendations made in the Survey, The Report of the South End Area Planning Group on Neighborhood Agency Work in the South End in the Light of the Greater Boston Study of 1949, stated that on the whole, results on neighborhood and community organization in previous years were discouraging. They felt that this was due to probably three factors:

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5 Committee of Citizens, op. cit., p. 127.
1. The nature of the people in the area. Much of the population is shifting, and people who are anxious to move away are hard to interest in long-range improvement programs. The people are of depressed groups and there seems to be a blight on local leadership.

2. The lack of any means of communication. There is no newspaper or journal worthy of the name carrying local news. Agencies in the past have started publications to overcome this difficulty, but these are expensive and require a vast amount of work, and social workers do not necessarily make good journalists. Communications between the racial and residential area groups in the South End is practically non-existent except through the limited medium of agency bulletin boards. Some form of news coverage in the South End is preliminary to success along this line.

3. Limited staffs. None of us has surplus staff time to assign to this work without slighting more pressing needs that come to us. In view of the handicaps to eventual success, boards have been reluctant to approve sacrificing proven programs for this purpose.6

Initiation of the Federation of South End Settlements

With the introduction of the federation and the change in staff structure within the settlements, the initial move was taken toward developing in the South End Planning Council a broad base of citizen participation. The executive director of the federation accepted the responsibility of many duties that could be more effectively worked with on an area wide basis. This included administration, bookkeeping and accounting, building operation, and maintenance. Uniting these duties under the responsibility of one individual

consequently freed other staff members who were thus available to devote more time to working directly with people.

The headworker of the South End House became the community organization worker for the Federation of South End Settlements. This meant that for the first time in its history, the South End was to have a professional worker whose sole responsibility was to develop an effective community organization program in the area.

Indications of the new emphasis on community organization in general and neighborhood participation in particular were evidenced when the president of the joint federation board stated in a press release that:

...to assist the residents in their cooperative endeavors to improve local living conditions, special attention will be given to the development of Neighborhood Associations around each of the Settlement Centers.  

Neighborhood Associations

Neighborhood directors in each of the settlements were given the responsibility of developing neighborhood associations in their own neighborhood. The role that the neighborhood director was to play included assisting the individuals and the groups in understanding their problems, encouraging and developing indigenous leadership, and bringing to the group a knowledge of the community and the service provided to it by public and voluntary agencies.

7 Press release to the South End Citizen, July 24, 1951.
During 1950, the year federation was initiated, three neighborhood associations were in the early stages of development. Small neighborhood associations were formed around the three South End House centers, one at twenty Union Park, another at forty-eight Rutland Street, and the third at South Bay Union. Within a short period several other associations were going through the process of development.

Each of these neighborhood associations went through the process of determining their own purpose and program and considered the needs of their own neighborhood and agreed on the priority which should be given to each need. Each of these associations sent representatives to the South End Planning Council.

The initiation of neighborhood associations did not take place in the same manner in all cases. The South End House Neighborhood Association began through the direct efforts of the executive secretary of the South End Planning Council who called together the presidents of the various groups that were meeting at the South End House. Out of the discussion of that meeting, the South End Neighborhood Association was organized.

In the case of the Ellis Neighborhood Association, which was organized in 1951, the impetus came from a field work student assigned to organize a neighborhood association in the vicinity of the Ellis Neighborhood House. By attending
meetings of the different clubs she became aware of the problems of greatest concern to the residents of the area. Working through the leadership of one of the house groups, a meeting was planned to discuss the problem of garbage and waste disposal. Posters were placed in the windows of neighborhood stores inviting all residents to attend, personal visits were made to neighbors, and the house director spoke to all adults that came into the house. Out of this initial meeting there developed, almost immediately, an intense effort on the part of many of the residents to band together in an attempt to find a solution to this most pressing problem. In this example we see the neighborhood association being organized through the efforts of a house director and a field work student, who was under the direct supervision of the federation's community organizer.8

Early in 1952 a woman came to the South End House and asked the assistance of the executive secretary of the South End Planning Council in providing for recreation in her area. The executive secretary suggested that she discuss this problem with her neighbors and invited her to bring the neighbors to the South End House. Through the guidance of the executive secretary, this group attained their first goal of providing recreation for their children, and the group has

8 O'Keefe, op. cit.; p. 87.
since developed into an effective neighborhood association. Although each of these associations was organized in different ways, it was necessary in each case to provide the assistance of an experienced worker, an enabler who understood individual and group behavior, one who could help to develop the potential ability of citizens to participate in the planning for the betterment of their own neighborhood.

Since the beginning of federation there has been continued emphasis on neighborhood association development and participation in the planning and action of the South End Planning Council.

Acting upon a public opinion poll in 1951, the South End Planning Council set up five working committees to work on the problems of greatest concern to the people of the South End. The areas of concern included; health and sanitation, liquor control, housing, development of civic pride, and recreation. Council delegates were asked to serve on committees that were of interest to them. Neighborhood associations were encouraged to set up corresponding committees which could be represented on each committee on the planning council.

South End Neighborhood Rehabilitation and Conservation

In October of 1951, "A Working Plan for Committees" was

9 Interview with Charles Ernst, former community organizer of the Federation of South End Settlements.
adopted by the Executive Council of the South End Planning Council stating in part that:

The Council and its Committees will cooperate with various City Departments and the privately supported agencies which serve the people of the district. These Departments and agencies will be invited to assign representatives to the appropriate Committee of the Council. The Council will refer matters to such existing Departments and agencies as are already established for such service and avoid duplication of effort. The Council will serve as a coordinating agency in carrying out community activities consistent with its purposes and abilities.\(^\text{10}\)

The full meaning of the preceding statement can be seen in the following example. On June 3, 1953 the Mayor of Boston set up a committee of non-salaried citizens to develop a program of neighborhood rehabilitation and conservation with the cooperation of the residents of the South End district. This committee was the second in the city to be set up by the mayor in a long-range program designed to rehabilitate the blighted areas of the City of Boston.

The primary purpose of the organization was:

...to promote an educational campaign to (1) encourage home owners to keep their property in the best possible condition, (2) to encourage tenants to keep homes and premises in a clean and sanitary condition, (3) to impress upon all owners of rental housing their obligations to keep their properties in conditions to meet the requirements of all public

law and regulations, (4) to cooperate with the South End Citizens through the South End Planning Council, to obtain proper and adequate facilities for all educational recreation and safety and to remove environmental elements harmful to the community. 11

The secretary of this committee was the professional community organizer of the Federation of South End Settlements. A conservation and rehabilitation committee was established in the South End Planning Council and became the link between the South End Planning Council and what became known as the South End Rehabilitation and Conservation Committee, which was a direct link to the Mayor's Committee on Neighborhood Rehabilitation and Conservation.

Recent Developments

During the latter part of 1953, the professional community organizer for the federation resigned from his position. The new worker was not able to devote his full energies to the community organization program due to several other areas of responsibility being added to that of executive secretary of the South End Planning Council, including responsibilities in the old age and student program. Because of these added responsibilities the necessary guidance was lacking and several of the standing committees became either non-existent or were functioning poorly. Neighborhood associations, however, continued to grow in strength and in numbers, partly

11 Committee Report, South End Neighborhood Rehabilitation and Conservation Committee, June 3, 1953, p. 2.
through their relationships with neighborhood directors and student workers. At that time there were twelve active neighborhood associations.

In the latter half of 1954 a new community organizer became executive secretary to the South End Planning Council due to the resignation of the previous worker. Although the new worker has not been able to devote his entire energies to community organization due to responsibility in the detached work program, his greatest emphasis has been toward community organization development.

During the past six months particular emphasis has been placed on the need for active and effective committees, for it is in this area that much of the actual council work is accomplished. At present most committee members are neighborhood people. Professional health and welfare workers have functions in an advisory capacity on several of the committees. The strengthening of present relationships and the building of new ones, between the neighborhood members and the professional health and welfare workers, is presently recognized as a felt need to the continued growth and development of the council. ¹²

Close contact with and support for the neighborhood

¹² Interview with Charles Fraggos, Community Organizer, Federation of South End Settlements.
associations continues to be of vital significance to the development of the community organization program. This has been one of the most difficult tasks during the past five years. Effective leadership is not always available within each neighborhood association, and in several associations where there is leadership, a high degree of dependence on that person has developed. It has been and will continue to be a long and difficult task to develop and maintain effective leadership within the neighborhood associations.

Added to the task of developing effective committees and neighborhood associations is the attempt to develop within the council a total point of view and the recognition that it is necessary to work with groups both in and out of the South End in order to reach a common approach to the understanding and solution of many problems.
CHAPTER IV

DETACHED WORK PROGRAM

Throughout the past decade, violent, and sometimes deadly, gang warfare among teen-agers has become a most serious problem in many large urban areas. This problem dramatically pointed out the need for new thinking and new planning in the approach to meeting the needs of those individuals not being served by the existing community resources. In an attempt to cope with this difficult problem, experimentation with new approaches was inaugurated in several cities throughout the United States. Out of this experimentation the "area approach" was developed by Clifford Shaw in the Chicago Area Project. ¹ Further experimentation of this approach was initiated by:

...the Commission on Community Inter-relations of the American Jewish Congress in both Chicago and New York, the Cleveland and Detroit Area Projects, the Central Harlem Street Club Project of the Welfare Council of New York City, the Los Angeles Youth Project, and the Tompkins Square Project of the Brooklyn Council for Social Planning.²

Although there was variation of its application in these projects, the area approach had certain common factors.

In most instances, it involves a program of community organization on a neighborhood level

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¹ New York City Youth Board, Reaching the Unreached, p. 100.
² Ibid, p. 100.
stressing "grassroots" participation of local residents and the utilization and strengthening of indigenous adult leadership. In terms of direct work with street gangs, the method involves sending workers into the streets to locate the gangs in their hangouts. Once contact is established, the workers seek to gain the gangs' acceptance for the purpose of re-channeling their anti-social behavior in socially acceptable directions.³

In 1949, the New York City Youth Board, in its experimental work with street gangs, assigned gang workers to settlement houses and community centers in areas that were facing gang problems. These individuals operated outside of the regular agency and worked with gangs on the street. Because these workers functioned outside of the agency, they were referred to as detached workers. Although the method was originally evolved to work with anti-social gangs, the private agencies, in their applications of this method, used several innovations among which was work with unaffiliated social groups rather than anti-social groups.⁴

The variation of using a detached worker to work with unaffiliated social groups was particularly amenable to the existing social conditions in the South End. Although there were no known highly organized anti-social groups in the South End at the time federation was initiated, there were many unaffiliated social groups whose needs were not being met by

⁴ Ibid, p. 103.
the existing social agencies in the area.

Recognizing that many individuals throughout the South End were not being served under normal operating procedure, the executive director, John Kingman, initiated the use of an unofficial detached worker in January of 1952. As a beginning experiment, the assistant headworker at Lincoln House was detached on a part-time basis and sent into the Claremont Park - Columbus Avenue area to work with unaffiliated groups. This particular area was chosen on the basis of need. The area was almost completely lacking in programming for teen-agers and boys ten to twelve. The two settlements nearest this area were without a full-time boys' worker. Program emphasis at Forty-Eight Rutland Street emphasized activities for the girls in the area and was without any type of teen-age program at all. The Harriet Tubman House lacked the facilities and staff to set up adequate programming for boys of this age.

Prior to establishing any contact with the groups, the worker first established a relationship with many of the adults in the area. The worker interpreted his role to the adults and encouraged their cooperation in supplying him with information concerning unaffiliated social groups and boys who were causing minor disturbances in the area.

This program, which operated from January to June, was considered to be of great value and $6,000 was included in the budget to operate a full time detached work program. The
salary of the detached worker was financed by the Federation of South End Settlements and other expenses of the program, including athletic equipment and program materials, were financed by a grant from a private foundation that was particularly interested in this approach of reaching groups and individuals not affiliated with existing agency programs. Then, the following September, this program was inaugurated. The individual chosen to operate the program was a trained group worker who had considerable experience working with boys and who was aware of the many problems peculiar to the South End having been a resident of the area most of his life.

Role of the Detached Worker

The role of the detached worker included the following:

1. Contacting, establishing relationships, and developing a program with unaffiliated social groups throughout the whole South End area.

2. To work cooperatively with the Juvenile Court, the Youth Service Board, the Citizenship Training Group, and the parole officer in the area.

3. To work with groups or individuals that were agency members but who were having difficulty in adjusting to the agency setting.

4. To set up inter-agency activities in which members throughout the whole federation could participate with one another.
5. To set up a summer program of baseball and outdoor basketball to include all boys in the South End.  

Establishing Initial Contacts

The initial move taken by the detached worker was to contact staff members in each of the settlements in the federation to interpret his role as a worker and the structure of the program. Staff members were to contact the detached worker if they came in contact with the following situations; individuals who did not fit into the house program; individuals who were creating disturbances in the neighborhood; groups who were having difficulty in adjusting to the house program; and unaffiliated groups in the area.

A relationship was established with the Boston Juvenile Court, the Citizenship Training Group, the Youth Service Board, and the parole officer in the area. These agencies agreed to cooperate with the detached worker by notifying him as to individuals who were being sent back into the area from the courts. Work with these individuals was not initiated for the purpose of usurping the function of the law enforcement agencies but with the hope of establishing a cooperative relationship between the courts and the settlements which would lead to more effective service for the individual.

5 Interview with Michael Wilk, former Detached Worker of the Federation of South End Settlements.
The worker also developed a relationship with many of the adults in the area, interpreted the detached work program to these individuals and encouraged them to notify him of any groups or individuals in the neighborhood who were unaffiliated or who were causing a disturbance in the area. It was vital that adult members in the community understand the detached work program so as to eliminate the possibility of a misunderstanding as to the role of the worker.

Working in the Area

The detached worker, besides receiving information and referrals from the previously mentioned sources also went into the area himself.

Afternoons and evenings were spent in poolrooms, shooting pool, getting to be known and accepted by the persons present. Spending time in local drug stores, variety stores, street corners, and various meeting places. During this time I learned what groups or individuals belonged to a social agency and those who did not. With the children that did not go to an agency I learned their likes and dislikes, their interests and what they were seeking. A group may be interested in a sports program, another in social activities where they may have a chance to socialize with girls their own age. Work was done with these groups and we were able to channel them into one of the federation members. Here a leader would be assigned, some paid, some volunteers, to carry the group.

Referrals from the courts, Citizenship Training Group, the Youth Service Board, and the parole officer were contacted

6 The Senate Sub-Committee to Investigate Juvenile Delinquency, 1953-4, p. 60.
and the role of the detached worker was interpreted to both the child and the parents. The worker assisted the individual in becoming a member of one of the social agencies in the area, or helped him in forming a neighborhood group with a guided program.

Program Activities

As the detached work program was an integral part of the total federation programming, extensive use of existing agency facilities was afforded the individuals in the program to stimulate activities. The detached worker was not limited by the facilities of any one single agency but had the opportunity to bring groups or individuals to any of the federated settlements, the choice being determined by the type of activity in which the group or individual was interested.

It was not required for individuals or groups to participate in agency activities. In many instances they were not ready emotionally to accept the necessary limitations imposed by the agencies. In these situations the worker would meet the group on a street corner or in the home of one of the group members and set up a program outside of the agency.

The writer, as a field work student, was assigned to the detached work program during the 1953-4 season and worked with a group of boys who used a street corner as a meeting site. During the initial two months with this group, they expressed no interest in using agency facilities. It was
only after developing a warm relationship with the group that they were receptive to a suggestion of using agency facilities. During the remainder of that season the group met at, and used the facilities of, one of the federation settlements. This past season all but one member of this group has returned to the agency and are actively participating in the program activities.

In a report filed with the Senate Sub-Committee to Investigate Juvenile Delinquency, the detached worker stated that, "During the winter season of 1952-3, 186 boys and girls were participating in our program. These were fourteen groups, led by part-time paid leaders and volunteers."  

Bowling

Two bowling leagues were initiated during the 1952-3 season, using the facilities provided by Father Carr of the Holy Trinity Church.

Baseball

During the summer of 1953, a baseball league was introduced for boys from eleven to thirteen years of age. Organized teams were not entered into the league. All boys interested in baseball were invited to join the league. Tryouts were conducted and boys were graded and assigned
to a team. Each participating team was composed of individuals from different sections of the South End. This gave the participating individuals an opportunity to meet many boys and develop new friendships, and tended to prevent the development of sectional rivalry.

The difficult task of providing sufficient staff to coach the teams was solved through the cooperation of adults in the area who accepted the responsibility of coaching the teams in the league.

**Basketball**

An outdoor twilight basketball league was organized for boys from fifteen to seventeen years of age. Although there were basketball hoops available at a local playground, there was no court laid out. With the cooperation of the boys in the league, the worker provided the paint, brushes, and masking tape. Within a short time a regulation court was set up ready for action. 8

The preceding activities, with the exception of the basketball league which was discontinued, grew both in size

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8 Interview with Michael Wilk, former Detached Worker for the Federation of South End Settlements.
and enthusiasm during the 1954 season. In September of 1954 the detached worker resigned from his position in the federation.

In October of 1954, due to a temporary budgetary uncertainty, it was necessary to combine the position of detached worker and community organizer. Because this was a temporary situation, with a new full-time worker to be added by the federation in June of 1955, priority was given to the community organization program. Boys' workers in the federated settlements were delegated the responsibility to carry on the program activities already initiated by the detached work program.

Although the detached work program could not function on a full time basis, this program did not become static. Continued relations were carried on and strengthened with the referral agencies which had cooperated in the preceding two years with the program.

New ideas and changes in structure of the detached program are at present being given consideration.

In the early part of 1955, at a meeting of the South End Boys' Workers, discussion centered around the need for the development of an integrated team approach and the utilization of all possible resources to give effective service to the youth of the South End. A series of conferences are at present being planned, with the detached worker as co-chair-
man, to assist in developing a clearer perception of the functioning and the service provided by the various social agencies in the area.

A special youth committee has recently been set up within the South End Planning Council and the chairman, who will be the detached worker, will cooperate very closely with the neighborhood associations which will report on youth problems in their areas. The development of the interest and cooperation of adults and parents in the area will be a significant addition to the resources available to the detached work program.9

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9 Interview with Charles Fraggos, Detached Worker of the Federation of South End Settlements.
CHAPTER V

PROGRAM ACTIVITIES AND STAFF

Due to the close relationship between the program of activities and staff composition, both have been considered in this chapter. Initial consideration has been given to the activity program in the settlements prior to federation and also to the staff composition of each house, followed by a consideration of the major changes that have taken place through federation, and finally the program activities and staff composition as they now function in the federation.

The South End House Association is composed of three centers; Twenty Union Park, Forty-Eight Rutland Street, and South Bay Union.

**Forty-Eight Rutland Street**

The afternoon program for children provided activities for girls only, between the ages of four to twelve. The largest number of children fell into the age range between seven and nine. Program activities included arts and crafts, cooking, dramatics, dancing, general club activity, music, and movies. Mondays were devoted to mass activities in which all members attended a movie, followed by a song fest. The remaining four days, the members attended the various classes of activities. One of the major difficulties in the afternoon program for children was that only one leader
possesed any program skills. All other leaders were general recreation workers.¹

The entire teen-age and boys' program had been eliminated some time previously due to the lack of leadership and budgeting difficulties.

One adult club functioned during the evening, although any adult social group was allowed to use the facilities. At various times through the year different social organizations used the facilities of the house.

The "Friendly Folks Club," through which an old age program functioned, operated five afternoons and three evenings a week. Emphasis of this program was placed on recreation and personal services. The program was an extremely active one and was staffed by a full-time director, a part-time assistant, and several volunteers. The whole first floor of the agency was used for the old age program.

Twenty Union Park

There was no activity program functioning for any group at this center. Facilities, however, were available and were used by several adult groups in the neighborhood.

This agency was the headquarters for the headworker of the South End House Association. It was also the center for community organization activities in the South End and

¹ Written Report to Headworker of South End House Association, 1951.
the meeting site for the South End Planning Council.

Approximately twenty social work students resided at the Union Park Center and provided part-time service in the program at Forty-Eight Rutland Street and South Bay Union. **South Bay Union**

This center of the South End House Association was the only one operating a full settlement program serving all age groups. This program was operated with one full-time worker on the staff, assisted by five part-time workers. **Lincoln House**

Lincoln House was operating a complete settlement program of activities for all age groups. This house was the only settlement in the South End that was functioning with the services of a full-time boys' worker. **Hale House**

This agency, located only a few blocks from Lincoln House, worked exclusively with children up to ten years of age. This was the only activity program operated by the agency. Some years previously Hale House had federated with Lincoln House and was actually considered to be an annex to Lincoln House. Hale House was not suited to a full settlement program and its exclusive service for young children did not deprive other age groups from service because of its close proximity to Lincoln House. **Ellis Memorial**

Ellis Memorial was composed of two separate buildings.
Both buildings were used to service an old age program which operated on a thirteen hours a day, seven days a week basis. The male members of the program were located in one building and the female members in the other.

The afternoon program provided activities for children up to twelve years of age.

No service was available in either building for teenagers in the area.

Harriet Tubman House

The Harriet Tubman House was composed of two old apartment buildings converted into a settlement. The main focus of the program was on the operation of a nursery school. The staff for the nursery school consisted of a full-time nursery school director and a part-time assistant director.

Although the activities program included service to all ages, only three rooms were available for use and the staff included only one full-time worker.

An important aspect of the service provided by the house was residency for females. This service had been provided for many years and originally housed women who had moved to Boston looking for employment. At this time the residency was considered to be in the form of protection for young women who were unfamiliar with the city, but many of these women remained as residents for years. The complete use of one of the two buildings and a section of the other were used for residence.
Initiation of Federation

Although federation was initiated in October of 1950, the executive director did not begin to function as such until the fall of 1951. His primary concern was with the total needs of the South End. It was his responsibility to determine the priority of area needs and pressures and to act upon them through the transference of support from areas of lesser need to those of greater need. Simultaneously with the selection of an executive director, the positions of headworker at each of the settlements were abolished, and the executive director became the headworker of each of the houses. The position of director of activities for the three South End House Centers was also abolished. Each house had a neighborhood director who was expected to work directly with people.¹

Immediate consideration was given to the fact that of the seven settlement houses in the South End, only two were operating full settlement programs which provided service to all age groups in the neighborhood.

Ellis Memorial, Forty-Eight Rutland Street, and Hale House were operating specialized programs and there was no activity program at Twenty Union Park. None of these agencies were providing activities for teen-agers in their neighborhood. Due to the special consideration given to the old age program in

¹ Interview with John Kingman, Executive Director of the Federation of South End Settlements.
both Ellis Memorial and Forty-Eight Rutland Street, it was necessary to sacrifice other house programming. These old age programs tended to eliminate service to other age groups as it was necessary to make available several rooms throughout most of the day. In both Ellis Memorial and Forty-Eight Rutland Street the physical facilities were not conducive to ideal programming under any circumstances, therefore, with the added difficulty of operating a specialized program, it eliminated the use of facilities and staff for other age groups.

Twenty Union Park, with no program activities in operation and with sufficient facilities to provide a program of activities, was given consideration as a possible site for the transfer of the old age programs from Ellis Memorial and Forty-Eight Rutland Street.

Program Changes

Harriet Tubman House employed both a full-time director and a part-time director in the operation of their nursery school. The joint federation board felt that the needs this program was filling were not justified in the light of the expense involved. This consideration was based on the fact that the South End Day Nursery had many vacancies and since this service was available from another agency the settlement could justifiably eliminate it. This recommendation was accepted by the Harriet Tubman Board and the nursery school
was closed in 1952.³

In 1953 a decision was reached whereby the use of residence quarters in the Harriet Tubman House was decreased. At this time, the only individuals eligible for residency at the house were female college students who helped to defray the cost of their maintenance by assisting with the activities in the house program. This arrangement was discontinued in 1954 because of a lack of need. The YWCA had recently opened a new residency for girls, Boston University had purchased a hotel for residency use, and the Franklin Square House in the South End with residency for 900 girls was only half occupied.

During the period that the nursery school and the residency were eliminated from the program, emphasis was placed on the gradual development of a full settlement program. To foster these ends, two full-time group workers were engaged.

In the fall of 1953 the considerations that had been given to the transfer of the two old age programs to Twenty Union Park were realized. At the same time that the old age program was transferred from Forty-Eight Rutland Street, a teen-age and boys' program was initiated and a full-time boys' worker engaged. Ellis Memorial operated a program of activities for children up to twelve years of age on a ten

³ Interview with John Kingman, Executive Director of the Federation of South End Settlements.
hour a week, play-school basis. A survey made by the federation indicated that of the activities during the 1953-4 season fifty of the 225 came from outside of the immediate area. This left an actual neighborhood registration of 175. During the same period the records indicated that sixty-five children who were members of the Lincoln House resided in the Ellis Neighborhood House area. 4

Under these circumstances it was felt that the total area served by the federation could benefit by the savings that could be realized through the closing of the Ellis Memorial Neighborhood House. It was also felt that the number of children who would be effected would be small in number and would also have the opportunity of becoming members at the Lincoln House which was only a few blocks away. This proposed step was met with objections by the Ellis Memorial Board who voted against it. The decision of the federation to cease providing funds for program activities was met by withdrawal from the federation by Ellis Memorial in the fall of 1954.

No important changes took place at the Lincoln House either in the type of program activities or in the age groups being served. For many years Lincoln House had operated a complete settlement program. One full-time worker was added

4 Interview with John Kingman, Executive Director of the Federation of South End Settlements.
to the staff, however, as an assistant to the neighborhood
director which afforded her the opportunity to spend much of
her time working with groups in the program.

South Bay Union, although operating a full settlement
program of activities, had only one full-time person on its
staff. The need for increased staff was acted on shortly
after the initiation of federation and a boys' worker and
secretary were added to the staff on a full-time basis. The
addition of a full-time secretary relieved the neighborhood
director of many administrative duties so that more time
could be spent in directing and participating in the activi-
ties program and providing personal services to the residents
in the neighborhood. The neighborhood director of South Bay
Union has stated that, "As a neighborhood director I am
expected to spend much of my time working directly with
people, both in activities and personal services." 5

In addition to the increase in full-time staff, the part-
time staff doubled at this time. Table I, page 49, indicates
settlement staff composition at the time federation was
initiated and at present.

Hale House continued to serve young children after federa-
tion was organized. In the fall of 1954 Hale House was closed
for activities as the area in which it is located is about to

5 Interview with Madeline White, Neighborhood Director of the South Bay Union Settlement House.
TABLE I

SETTLEMENT STAFF COMPOSITION AT THE TIME FEDERATION WAS INITIATED (1950) AND AT PRESENT (1955)

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<td>-</td>
<td>2</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
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<td>4</td>
<td>3</td>
<td>5</td>
<td>1</td>
<td>3</td>
</tr>
<tr>
<td>Harriet Tubman</td>
<td>2</td>
<td>2</td>
<td>3</td>
<td>7</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Lincoln House</td>
<td>6</td>
<td>7</td>
<td>23</td>
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<tr>
<td><strong>Total</strong></td>
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<td><strong>34</strong></td>
<td><strong>48</strong></td>
<td><strong>2</strong></td>
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</table>

be razed in Boston's initial step toward the development of an urban redevelopment program.

In addition to the numerous changes in program emphasis and staff composition within each of the settlements, a full-time art school graduate was engaged by the federation. This person was responsible for the development of the art program in each of the houses within the federation. She personally engaged her own art staff and provided them with supervision. In addition, she developed and set the curriculum for creative art in all of the houses.

The executive director held the position that certain areas of activities, particularly creative ones such as arts
and crafts, dramatics and music, should utilize the best possible leadership available. It was not possible financially to engage full-time workers in each of these areas, nor was it easy to engage a worker who was both an expert in his or her field, and also a person who understood the basic purposes of settlement programming. The individual chosen to develop the art program in the federation qualified in both of these areas, having worked four summers in settlement camps and as a part-time staff worker at Lincoln House. 6

In the summer of 1953 a play-school was initiated at both Lincoln House and Harriet Tubman House. In 1954 another play-school was opened at Forty-Eight Rutland Street.

In 1954 a summer program was operated on both a day and an evening basis at South Bay Union. The day program included games, swimming, hikes and field trips. In the evening an active program of volleyball, softball, baseball, and games was conducted.

Prior to federation there were no male staff workers available at any of the settlements in the South End during the summer months. During the summer of 1954 there were five full-time male workers operating a program of activities throughout the South End.

At present, full settlement programs are functioning at

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6 Interview with John Kingman, Executive Director of the Federation of South End Settlements.
South Bay Union, Forty-Eight Rutland Street, Lincoln House, and Harriet Tubman House. Twenty Union Park is the only settlement in the federation not operating a full settlement program. Twenty Union Park has remained the center of community organization in the South End, has continued to operate a resident program, and has added an adult program that functions five days and five nights per week.
CHAPTER VI

SUMMARY AND CONCLUSIONS

Following is a brief summary and statement of conclusion of the effects that federation has had on the programs studied.

Community Organization

1. For the first time in the history of community organization in the South End a professional community organization worker was assigned to devote his full-time energies to the development of an effective community organization program.

2. Emphasized the organization and development of neighborhood association in an attempt to broaden the base of citizen participation in community affairs.

3. Emphasized the creation of additional active committees in the South End Planning Council through which citizens could actively participate in the determination of plans for the solution of their problems.

4. Provided the active support of each neighborhood director in organizing and developing effective neighborhood associations in the area of each of the federated settlements.

The need for and the value of a full-time worker in the field of community organization has been more fully recognized.
since the initiation of federation. The increased participation and enthusiasm of many of the residents of the South End has evolved out of the efforts of a well planned community organization program, which has been possible through the efforts of staff members of the federation. The necessary cooperation of staff members throughout the whole federation for the development and continued growth of neighborhood associations is of vital importance to the effective functioning of the South End Planning Council.

The value of developing a broad base of citizen participation has been stated by Clyde E. Murray:

It's our belief that basic planning and coordination must be done in neighborhoods in order that broad planning and coordinating can be carried out on a city-wide and regional or national basis. We believe that in order to make democracy a living reality to the American people we must secure the active participation of every citizen in planning for the betterment of his home, his group and his neighborhood. Democracy must be learned in the smaller units of group life. It cannot become real to people through preachments or through recital of slogans.\(^1\)

Although the community organization program has grown greatly through the efforts of the professional community organizer, it should be recognized that continued and close cooperation, analysis and assistance must be given to the community organization structure. The real strength of community organization in the South End will continue to be found

\(^1\) Clyde E. Murray, an address before the Thirty-First Conference of the National Federation of Settlements Inc., May 18, 1944.
in the efforts of the professional worker for many years to come. The value of an increasingly active and interested citizenry should make the continued loan of the professional worker to the South End Planning Council a necessity for the Federation of South End Settlements.

Detached Work Program

1. The initiation of the detached work program by the federation introduced a completely new concept into the settlement program in the South End, that of the utilization of an aggressive approach in reaching out to unaffiliated groups and individuals in the area.

2. Introduction of a summer recreational program which was available to all boys in the South End regardless of membership in a settlement house or any other social agency.

3. Development of a cooperative relationship with the Boston Juvenile Court, Citizenship Training Group, and the district parole officer.

4. Developing a relationship with the Youth Committee of the South End Planning Council.

5. Working with other South End social agencies in endeavoring to establish a closer relation between all social agencies in the area to bring about the utilization of all possible resources in dealing with youth problems.

6. Introduction of a method of working with groups and individuals on their own level rather than on the level set by the settlements.
7. Initiated and sponsored the development of inter-agency activities.

The detached work program has become an integral and vitally important part of the settlement program in the South End. Its aggressive approach in reaching out to individuals and groups not prepared to become part of a settlement program has added a new dimension to the service of the agencies in the Federation of South End Settlements. Under normal operating procedure there was no effective way of contacting and establishing a relationship with many of those groups and individuals who most needed the sympathy, kindness and understanding of a mature person, but who found it most difficult to participate in organized agency programs.

Program Activities and Staff

1. The development of complete settlement programs in all but one settlement in the area.

2. The initiation of a summer program at each of the settlements with the exception of Twenty Union Park.

3. Decrease in administrative staff.

4. Increase in working staff throughout the whole federation, particularly in the addition of full-time boys' workers in three settlements.

The most significant contribution made in the area of program activities has been the increase in service to all age groups, particularly in the development of a summer pro-
gram. The initiation and development of a structure, the Federation of South End Settlements, through which continually changing needs can be met effectively through the transfer of support from areas of lesser need to areas of greater need has given additional strength to the endeavors of the settlement movement in the South End.

Approved:

[Signature]

Research Instructor
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APPENDIX
SCHEDULE OF QUESTIONS

Schedule 1

Interview with a former community organization worker of the Federation of South End Settlements.

1. What position did you hold when federation was initiated?
2. Did this position include work in community organization?
3. If so, how much time was spent in community organization work prior to federation?
4. Were other workers in the South End settlements involved in community organization prior to federation?
5. If so, what relationship did they have with you?
6. Did you work directly with any groups or organizations prior to federation, such as a council, or neighborhood association?
7. What was the structure of community organization prior to federation?
   A) Was there a council?
   B) If so, what was the structure of the council?
8. After initiation of federation what position did you hold?
9. What changes did you try to bring about in community organization after the initiation of the federation?
10. What factors contributed to an increase or decrease in emphasis in community organization in the South End after the initiation of federation?
11. What relation did you have with neighborhood associations in the area?
12. How many neighborhood associations were there in the South End prior to federation?

13. What neighborhood associations were organized after the development of federation?

14. Were other staff workers engaged in community organization after the federation was organized?

15. What relationship did you have with these staff workers?
Schedule 2

Interview with the present community organizer for the Federation of South End Settlements.

1. When did you become community organizer for the federation?
2. What is your role as a community organizer?
3. Do you devote your full time to community organization?
4. Are any other staff workers in the federation engaged in community organization work?
5. What relationship do you have with other staff workers in the federation?
6. Are there any areas in community organization that you are, at present, giving particular emphasis?
7. How do you conceive the structure of community organization in the federation?
8. What new changes in community organization have been brought about since you became community organizer for the federation?
Schedule 3

Interview with Executive Director of the Federation of South End Settlements in reference to community organization.

1. What was the status of community organization at the time federation was initiated?
2. What was the role of the community organizer?
3. What changes did you feel should have been brought about at that time?
4. How did you feel that these changes could best be brought about?
5. What effect did these changes have on the community organization program?
6. What effect did these changes have on the program of other federated agencies?
7. What is the role of the community organizer at present?
8. What is the status of community organization at present?
Schedule 4

Interview with the detached worker in the Federation of South End Settlements.

1. What is the detached work program?

2. How long have you been working on this program?

3. How long had this program been operating when you began work as a detached worker?

4. What individuals within the community fell into the province of the detached work program?
   A) Age range
   B) Sex
   C) Status in the community

5. How did the individuals that you worked with come into your program?
   A) Referred
      (1) Courts
      (2) Citizenship training group
      (3) Probation
      (4) Others
   B) Voluntary

6. What relationship did you have with the referral agencies?

7. If an individual became part of your program voluntarily, how was the relationship originally initiated?

8. What program did you set up for the individuals with whom you worked?
   A) Was the program set up outside of the settlements in the federation?
   B) What facilities did your program use?
   C) What type of activities were included in the program?
   D) What types of leadership were used in the program?
9. What was your relationship to the agencies in the federation?

10. What relationship did you have with other agencies in the community, both tax supported and private?

11. Did any of the boys in your program become members of the settlement houses in the federation?

12. Did any of the boys in your program become members of other agencies in the community, either tax supported or private?
Schedule 5

Interview with John Kingman in reference to the detached work program.

1. What is the detached work program?
2. Why was this program introduced by the federation?
3. Why was this program not introduced prior to federation?
4. What is the role of the detached worker in this program?
5. How many workers were included in the program?
6. What is the role of the detached worker in reference to the federated agencies?
7. What is the status of this program at present?
Schedule 6

Interview of neighborhood directors in reference to program activities.

1. How long have you been in your present position?

2. What changes have been brought about in program activities since you became neighborhood director?

3. Was there a change in emphasis in the age categories being served since you became neighborhood director?

4. What was the status of the program at the time you became neighborhood director in terms of the age categories being served?
   A) Pre-school.
   B) Seven to twelve (junior program).
   C) Teen-age program.
   D) Adult program.
   E) Old age program.

5. What is the status of the programs at the present time in terms of the age categories being served?
   A) Pre-school.
   B) Seven to twelve (junior program).
   C) Teen-age program.
   D) Adult program.
   E) Old age program.

6. What was the staff composition at the time you became neighborhood director?

7. What staff changes have come about since that time?

8. Do any house members participate in activities in other agencies within the federation?

9. What changes were brought about in the type of activities since you became neighborhood director?
Schedule 7

Interview with John Kingman in reference to program activities and staff.

1. At the initiation of federation, what settlements did you feel should receive attention in reference to the type of program they offered, and what age groups they served?

2. Why did you feel that these programs and age groups should be given attention?

3. What changes did you feel should be brought about?

4. How did you feel that these changes could best be brought about?

5. In which settlements did you wish to expand program activities?

6. In which settlements did you wish to decrease program activities?

7. Were there any agencies, public or private, outside of the federation that were considered in your plans to meet the total needs of the South End?

8. Are there any activities presented in which agencies within the federation may participate with each other or with other outside agencies?

9. What staff changes have been made in each of the agencies since the initiation of federation?
Schedule 8

Questionnaire for presidents of neighborhood associations in the South End.

1. Name of Group:
2. Enrollment:
   - Total:
     - Male:
     - Female:
3. Specific purpose of the association:
4. Meeting Time:
5. Average Attendance:
6. List any special projects that this group has been interested in since its inception:
7. How long has this association been in existence:
8. Does your association have delegates in the South End Planning Council: