



1954

## The Development of the Lutheran Charities' Child Care Division

Ruth Mathilda Blom

Loyola University Chicago

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**THE DEVELOPMENT OF THE LUTHERAN CHARITIES'**

**CHILD CARE DIVISION**

**by**

**Ruth Mathilda Blom**

**A Thesis Submitted to the Faculty of the School of Social Work  
of Loyola University in Partial Fulfillment of  
the Requirements for the Degree of  
Master of Social Work**

**June**

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## CHAPTER I

### INTRODUCTION

The Christian Church since its earliest beginnings has shown concern for the total welfare of mankind. It has held the belief that it has a responsibility to minister not only to the soul needs of its members, but to their bodily needs as well. The earliest manifestation of this is seen in apostolic times when the apostles appointed certain of the Christians to attend to the daily needs of the widows in their midst.<sup>1</sup>

The Lutheran Church throughout its history has heeded the example thus set forth by the apostles. While its main mission always has been and continues to be the preaching and teaching of the Gospel, it recognizes that man is composed of both a body and a soul and that the needs of both of these elements must be met. When life was simpler the congregation itself was the unit that sought to meet the total needs of its members, both spiritual and physical. As life became more complex and resources for meeting the physical needs of its members could not be found wholly in the individual congregation, groups of congregations or groups of individual Christians banded together and pooled their resources in an attempt to meet this responsibility of ministering to the whole man. Thus we have the beginnings of our present-day structure

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1. The Acts of the Apostles VI, 1-7

of organizations operating under church auspices in the welfare field.<sup>2</sup>

As time went on the number of church-related welfare agencies steadily increased and, in addition, other welfare agencies were founded by voluntary non-sectarian groups and under government auspices. Usually each of these agencies operated in its own orbit, without much relationship to or awareness of what other agencies or groups were doing in the same area or field of service. Consequently, it can be presumed that on the one hand there was duplication of services in some areas, while on the other hand there were gaps in meeting certain other welfare needs. It was an awareness of this condition which was primarily responsible for the formation of the Lutheran Charities' Child Care Division to serve as the medium for the coordination of existing programs of services to children under Lutheran auspices and for common program planning.<sup>3</sup>

#### STATEMENT OF THESIS

At the time of the Division's inception in the latter part of 1939 there were ten unrelated Lutheran agencies serving dependent children in the state of Illinois. This thesis is a study of how these ten children's agencies through the structure of the Lutheran Charities of Chicago related their services to one another through the formation and activities of the Child Care Division and thus were able to improve their services and reach more of the needy of their households of faith.

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2. Lutheran Charities of Chicago, Annual Report and Directory for the Year 1953, Chicago, 5-6.

3. Edgar F. Witte, Annual Report of the Central Administrative Office, Lutheran Charities of Chicago, Chicago, 1944, 1.

## PURPOSE

The purpose of this study is three-fold: (1) to analyze the development of the Lutheran Charities' Child Care Division, (2) to evaluate the results of the Child Care Division's efforts of coordination and common program planning in terms of standards and services, and (3) to ascertain what administrative principles were involved in the development of the Child Care Division.

## SCOPE

This study covers the period from September 1939, when the Child Care Committee of the Board of Directors of the Lutheran Church Charities Committee was formed, through June 1953.

## PROCEDURE

The material on which this study is based is largely found in the files of the Lutheran Charities of Chicago. The writer, after defining the problem, proceeded to read the minutes of meetings of the Child Care Division, Lutheran Charities' Board of Directors, and other committees of the Federation. She also read various reports and correspondence pertinent to the subject at hand and certain writings in the general field of administration. From the notes she made of these readings, she drew up an outline to guide her in the writing of this study. She then filed these notes under topical headings and used them in the actual writing of the study.



## CHAPTER II

### LUTHERAN CHARITIES AS A BACKGROUND FOR COOPERATIVE PLANNING AND COORDINATION OF PROGRAMS

The development of the Lutheran Charities' Child Care Division can best be understood if it is viewed in relation to the total program of the Lutheran Charities of Chicago, of which it is a Division and under whose auspices it functions. This chapter, therefore, proposes to give a brief description of the development and present program of the Lutheran Charities of Chicago in order to provide a background and setting for the story of the Child Care Division. A more detailed account of the development of this parent organization can be found in a thesis written by Ralph Cathcart.<sup>1</sup>

#### NEEDS GIVING RISE TO THE FORMATION OF LUTHERAN CHARITIES

The history of the Lutheran Charities of Chicago goes back to the depression years of the 1930's. In common with other health and welfare agencies, both under religious and non-sectarian auspices, the Lutheran health and welfare agencies felt the full brunt of this economic depression. While requests for health and welfare services were mounting during these years, financial resources for providing these services were becoming more difficult to obtain. In 1929 there were twenty-seven health and welfare agencies of

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<sup>1</sup> Ralph Gerald Cathcart, A Historical Survey of the Lutheran Charities of Chicago, Unpublished Master's Thesis, Loyola University, Chicago, Illinois, 1952.

Lutheran origin or under Lutheran auspices operating in the Chicago area. These included nine children's agencies, four homes for the aged, four hospices,<sup>2</sup> four hospitals, and six organizations offering relief and employment services.<sup>3</sup> Each of these twenty-seven agencies operated as independent organizations, without any relationship to one another either in terms of service or solicitation of funds. In addition, many of the Lutheran congregations carried on parish programs of relief and family welfare.

When various central financing programs were proposed for the health and welfare agencies of Chicago on an all-community basis, the Lutheran agencies were quite naturally interested in participating in these, hoping thus to find relief for some of the financial strain under which they had been operating. From 1930 to 1934 six different plans of central financing were tried out, with the final result being the establishment of the Community Fund of Chicago, Incorporated, on a permanent basis. The Fund was set up to serve as a partial financing organization, thus distinguishing it from a chest organization, and its yearly goal was to raise enough money to provide, "approximately fifty per cent of the amount which its members need to obtain from contributions in order to balance their budgets".<sup>4</sup> It included in its membership both individual agencies and federations of agencies which had

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2 The term hospice, as used in this study, refers to a not-for-profit residence club for out-of-town working girls sponsored by a church group.

3 Lutheran Charities of Chicago, Annual Report and Service Manual for the Year 1947, Chicago, 1948, 17-19.

4 Community Fund of Chicago, MS., Linn Brandenburg, Central Joint Financing of Private Health and Welfare Services in Chicago.

acceptable standards.<sup>5</sup> In 1935 one hundred and thirty-five agencies were members of the Fund and a total of \$3,201,524.87 was distributed to them. However, only four Lutheran health and welfare agencies were Fund members that year and their combined allocation amounted to only \$6,780.50.<sup>6</sup>

Because many persons in the Lutheran community were disturbed by the fact that the Lutheran charitable agencies were not receiving a larger share of the monies raised in these various central financing programs, attempts were made to correct this condition through various cooperative efforts. The final result of these cooperative efforts was the establishment of the Lutheran Charities of Chicago as we know it today. However, there were six intermediary steps that led up to the establishment of this organization.

#### THE CHICAGO LUTHERAN COUNCIL

The first step was the organization of the Chicago Lutheran Council on September 25, 1931. This was organized not as a council of Lutheran charitable agencies, but as a council of Lutheran church bodies, and representation in the Council was on the basis of synods, conferences, or districts operating in the Chicago area. Five of the six synods in the Chicago area were represented in the Council and provision was made for both pastoral and lay representation. The Council had as its objective, "a permanent organization of Lutheran Synods for recognition in other united efforts in matters pertaining to the interest of the respective groups; the immediate need, a

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5 Ibid.

6 Community Fund of Chicago, Inc., Annual Report for 1935, Chicago, 1936, 16-19.

hearing at the meeting of the Governor's Commission relative to securing a share of the \$8,800,000 relief fund, a project about to be launched."<sup>7</sup> While charitable work was only one of many concerns of this Council, it was the Council's interest in charitable work that led to the formation of the Lutheran federation of health and welfare agencies.

#### THE LUTHERAN CHARITIES COUNCIL

The second step was taken in 1935 when the eight charitable organizations of the sixth synod in Chicago organized the Lutheran Charities Council on January 21 of that year. This Council was created, "to provide a means whereby the charitable organizations sponsored by the Missouri Synod Lutheran Churches in Northern Illinois can get together for the discussion and handling of such problems and matters as are common to all members of the Council."<sup>8</sup> Each of the eight organizations sponsored by this synod had two representatives on the Council.

#### AN ALL PROTESTANT FEDERATION IS ATTEMPTED

A third step, indirectly related to the formation of the Lutheran Charities of Chicago, was taken when the Associated Church Charities was formed in the early 1930's. This group was organized in response to the need felt by the Protestant churches and their charitable organizations to join together in an effort to secure a larger proportion of Community Fund monies. The organization provided for representation of all the Protestant denominations and

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7 Minutes of the Chicago Lutheran Council, September 25, 1931.

8 Minutes of the Lutheran Charities Council, March 21, 1935.

their charitable organizations and had as its stated purpose, "studying adequate methods of financing the charities of our churches; the raising of the standards of work of these charities and promoting cooperation among themselves and with other agencies."<sup>9</sup> Both the Chicago Lutheran Council and the Lutheran Charities Council were among the early members of this organization. The hope was that the Associated Church Charities would become a strong federation of Protestant health and welfare agencies which would function for its members in a manner similar to the Jewish Federation of Chicago and the Catholic Charities of Chicago. However, for various reasons this hope did not materialize. As far as the future Lutheran Charities of Chicago was concerned, the Associated Church Charities served the purpose of providing a medium whereby those Lutherans affiliated with the Chicago Lutheran Council and the Lutheran Charities Council became acquainted with one another and out of this acquaintanceship discovered that they had common backgrounds, common problems, and common interests. This helped to pave the way for the fourth step in the development of the Lutheran Charities of Chicago.

#### COMMUNITY FUND AND COUNCIL OF SOCIAL AGENCIES ENCOURAGE FEDERATION PATTERN

This fourth step received its main impetus from the Community Fund of Chicago. The struggle of the Lutheran charitable organizations from 1930 to 1936 to gain more recognition and larger allocations from the Community Fund had not been a one-sided affair. Rather, the Community Fund had been very active in working with individual agencies and with the two councils in an

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<sup>9</sup> Constitution and By-Laws of the Associated Church Charities of Chicago, 1935.

effort to help the agencies meet Community Fund standards. In the fall of 1936 the Community Fund invited representatives of the Chicago Lutheran Council, the Lutheran Charities Council, and the Associated Church Charities to sit down with representatives of their group and of the Council of Social Agencies in order to try to work out a plan whereby the Lutheran agencies might participate more fully in the Fund. A conference was held for this purpose on November 5, 1936.<sup>10</sup> At this conference the Community Fund gave recognition to the fact that only five of the Lutheran health and welfare agencies had been granted membership in the Fund. The Fund leaders pointed out that other Lutheran charitable organizations had not been included in membership either because they did not ask to be or because there was some question about their eligibility or quality of service. To try to meet the needs of those Lutheran agencies not included in Fund membership, the Fund proposed that it would set up a reserve for the Lutheran group to use for these agencies if the Lutheran group would fulfill the following conditions:

- a) The appointment of a central Lutheran committee, composed of a majority of laymen, to which the contribution might be made and which would be responsible for its distribution among the Lutheran charitable organizations not already included in the Fund, but of an eligible type.
- b) The consideration by the Lutheran central committee during the coming year of such matters as:
  - 1) Centralizing under one head the responsibility for policies of operation and administration of all Lutheran charities including those now under the auspices of different Lutheran denominations.

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<sup>10</sup> Minutes of conference of Chicago Lutheran Council, Lutheran Charities Council, Associated Church Charities, Community Fund, and Council of Social Agencies, November 5, 1936.

2) Studying such questions as:

- a) What should be the relationship of the Augustana Nursery to other child caring agencies of the Lutheran group, like the Norwegian Lutheran Children's Home and the Lutheran Home Finding Society?
- b) What shall be the relationship of the family relief service of the Inner Mission Society and the family relief services of other Lutheran groups to the community agency known as the United Charities of Chicago?
- c) Should such institutions as the Immanuel Women's Home and the Augustana Central Home, which now appear to be approximately self-supporting, be classified as charitable agencies and, therefore, entitled to receive support from the general community?<sup>11</sup>

COMMITTEE ON LUTHERAN CHARITIES OF CHICAGO

Following this conference with the Community Fund and the Council of Social Agencies, the Chicago Lutheran Council called a meeting of representatives of all the Lutheran charitable organizations on November 17, 1936, for the purpose of implementing the above suggestions. At this meeting it was decided that a central committee on Lutheran charities should be established as a sub-committee of the Chicago Lutheran Council and each of the synods was invited to elect two representatives to this sub-committee, with provision being made for the president of the Chicago Lutheran Council to serve as an ex-officio member. The first function of this sub-committee was to present the facts concerning the Community Fund and the Council of Social Agencies to the Lutheran agencies so as to clear up any misunderstandings which might exist in the minds of the Lutheran welfare leaders about these two community-wide

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<sup>11</sup> Community Fund of Chicago, MS., Suggested Plan for More Complete Participation by the Lutheran Group in the Community Fund for the year 1937, November 3, 1936.

organizations?

This sub-committee held its first meeting on November 24, 1936, for the purpose of organizing itself. It decided that its official name would be The Lutheran Charities of Chicago and that the basis of its work would be the implementation of the plan suggested by the Community Fund for more complete participation of the Lutheran group in the Fund.<sup>12</sup> To this end the committee invited each church group to submit a list of its agencies seeking an allocation from the Community Fund and then secured from these agencies financial reports of their operations for the year 1936 and estimated budgets for the year 1937. When these financial reports and estimated budgets had been received, the committee experienced extreme difficulty in analyzing them because there was no uniformity in the accounting methods used by the agencies. The committee approached the Community Fund about this difficulty, and the Fund agreed that it would underwrite the cost of the committee's hiring a certified public accountant to audit the books of each agency and to set up a system of bookkeeping for each of them which would conform with the Community Fund classification of accounts. Accordingly, accountants were hired and they prepared a financial report for each agency to submit to the Community Fund through The Lutheran Charities of Chicago. When The Lutheran Charities of Chicago analyzed these reports, they found that the majority of the agencies were ineligible for Community Fund allocations because they were operating with surpluses rather than with deficits. However, they also found that the agencies were operating with surpluses because their program standards were

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12 Minutes of The Lutheran Charities of Chicago, November 24, 1936.



not as high as would be desirable and they were not hiring adequate personnel to be able to render the best service of which they were capable. Therefore, the committee next concentrated on helping the agencies raise their standards and helped them prepare their 1937 budgets so that the necessary expense for raising standards might be included in these estimated budgets submitted to the Fund.

As The Lutheran Charities of Chicago was completing its first year of operation as a sub-committee of the Chicago Lutheran Council, it began evaluating its accomplishments and thinking in terms of future needs of the agencies. It concluded that it had performed a valuable and needed service to the various Lutheran charitable organizations and decided to recommend to the Chicago Lutheran Council that it be continued on a permanent basis with representation being extended so as to include representatives of all the Lutheran agencies in addition to the synodical representatives.<sup>13</sup>

#### THE LUTHERAN CHURCH CHARITIES COMMITTEE

This expressed need for a permanent organization led to the fifth step in the development of the Lutheran Charities of Chicago, which was the formation of the Lutheran Church Charities Committee in 1938.<sup>14</sup> When the Lutheran Charities of Chicago recommended to their parent organization, the Chicago Lutheran Council, that their committee be continued on a permanent basis but that the type of representation be changed, the committee was asked

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13 Minutes of The Lutheran Charities of Chicago, December 14, 1937.

14 Minutes of the Lutheran Church Charities Committee, February 18, 1938.

to draft a constitution and by-laws for such a proposed permanent committee. When this had been done, approval of the constitution and by-laws was secured from both the Chicago Lutheran Council and the Lutheran Charities Council. Then on May 11, 1938, the Chicago Lutheran Council called a special meeting of the Commissioners of the Chicago Lutheran Council, the Lutheran Charities Council, the Lutheran Church Charities Committee, and three representatives of each of the Lutheran agencies to consider the plan for this permanent organization. The action taken at this meeting was favorable, and the constitution and by-laws of the Lutheran Church Charities Committee were adopted. On March 4, 1939, the Lutheran Church Charities Committee was incorporated under the laws of the state of Illinois.

The formation of the Lutheran Church Charities Committee marked the real beginnings of a federation of Lutheran health and welfare agencies. The Committee had as its objects:

- a. To unite the various Lutheran Church Charities of the Chicago area into an organization to represent the Lutheran Church Charities social welfare program to the community.
- b. To assist the agencies who are members of the Committee to secure the necessary recognition in the community.
- c. To assist the agencies who are members of the Committee in their approach to the Community Fund of Chicago and other community activities.
- d. To assist the agencies who are members of the Committee in adequate methods for financing the agencies.
- e. To assist the agencies who are members of the Committee in a program to standardize and improve their services.
- f. To assist the agencies who are members of the Committee to study the social welfare program of the community; to visualize the part of the agencies in such a program; to coordinate the services of our agencies in the fields where our services may be

overlapping.

- g. To assist our Lutheran Church (various synods) to develop such charities as may be needed in the community for serving our Lutheran constituency.
- h. To assist the agencies who are members of this Committee in a program of cooperation; to acquaint the agencies with one another; to arrange for conferences to discuss the work in the various fields of activity, such as Child Care, Homes for the Aged, Family Welfare, Hospices and Health.
- i. To interest our Lutheran constituency in the social welfare program of this community through such established agencies as the Community Fund, Council of Social Agencies, and the United Charities, and to encourage representation of our Lutheran agencies on the Boards of these organizations.<sup>15</sup>

Membership on the Committee was extended to, "any Lutheran agency in the Chicago area, directly affiliated with any of the Lutheran synods, or supported by the constituency of the Lutheran Church, and which is performing a recognized welfare service.....upon agreement to abide and support the Constitution and By-Laws of this Committee".<sup>16</sup> Each member agency was entitled to appoint three representatives to the Committee as follows: the president of their board, a board member, and a staff member. The control of the Committee was vested in a board of directors of seventeen members. The Committee was set up not as a governing body of the member agencies, but as a central committee to assist them in their work, with each agency maintaining its own identity and sovereignty.<sup>17</sup>

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<sup>15</sup> Constitution and By-Laws of the Lutheran Church Charities Committee, 1938.

<sup>16</sup> Ibid.

<sup>17</sup> Figure 1, page 15

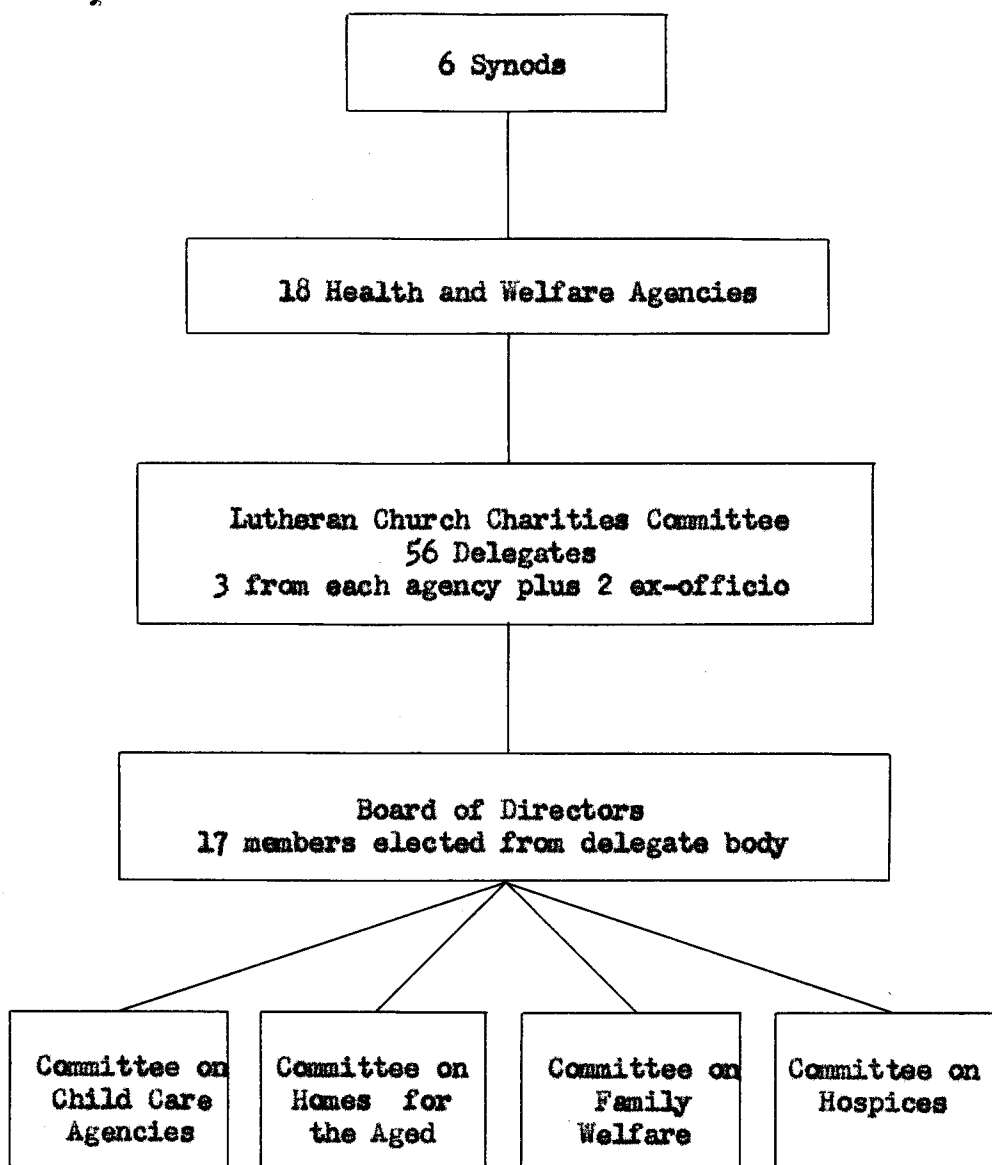


Figure 1

LUTHERAN CHURCH CHARITIES COMMITTEE ORGANIZATION CHART

During 1938 eighteen agencies were accepted into the Committee as charter members. These included eight children's agencies, four homes for the aged, two hospitals, two family welfare societies, and two hospices.<sup>19</sup>

#### THE LUTHERAN CHARITIES OF CHICAGO

The sixth step in the organization of the Lutheran Charities of Chicago was taken at the quarterly meeting of the Lutheran Church Charities Committee on September 27, 1943, when it was voted to change the name of the Committee to the Lutheran Charities of Chicago and to implement the objectives of the organization through setting up a budget, renting office space, and hiring a professional staff. This latter was accomplished in June 1944.

#### PURPOSE AND OBJECTIVES OF LUTHERAN CHARITIES

In 1944 the constitution and by-laws of the Lutheran Charities of Chicago were amended and a new constitution and by-laws were adopted on November 28, 1944. Under the new constitution the objects of the Lutheran Charities are:

- (a) To ascertain the need for Lutheran charitable and welfare services in the Chicago area and vicinity and to plan, coordinate, and develop principles, standards, and programs of welfare service which will best serve the interests of the Lutheran constituency and the community;
- (b) To foster and promote cooperation and coordination of effort among Lutheran and other welfare organizations.
- (c) To present the Lutheran charitable program to the community in said area and to represent the member agencies in their relations with the Community Fund of Chicago, Inc., and similar organizations;

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<sup>19</sup> Minutes of the Annual Meeting of the Lutheran Church Charities Committee, March 6, 1939.

- (d) To raise, collect and distribute funds for the advancement of the Lutheran charitable program either directly or through presently existing or subsequently established agencies.
- (e) To cooperate with the Community Fund of Chicago, Inc., the Council of Social Agencies of Chicago, and other similar organizations in their fund raising and planning activities.<sup>20</sup>

The new constitution and by-laws made provision for three classifications of membership: agency, synodical, and sustaining. Agency membership remained the same as under the previous constitution. Synodical membership provided for three representatives to be appointed to the corporation by any Lutheran synod, conference, circuit, or section thereof. Sustaining membership included individuals, congregations, and organizations of the Lutheran church, each of which was entitled to one representative. These latter representatives did not have the right to vote or to hold office. The administration of the affairs of the Corporation were vested in a board of directors of twenty-one duly elected members of the corporation and such honorary or advisory directors which the corporation might choose to elect.

#### THE PLACE OF THE CHILD CARE DIVISION IN LUTHERAN CHARITIES' STRUCTURE

When the Lutheran Charities of Chicago began functioning with a professional staff, the previous committees of the board of directors were disbanded and divisions were formed in their place. Figure 2 shows the present organizational structure of the Lutheran Charities of Chicago and how the Child Care Division fits into the over-all program of the federation.<sup>21</sup>

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<sup>20</sup> Constitution and By-Laws of the Lutheran Charities of Chicago, 1944.

<sup>21</sup> Figure 2, page 18.

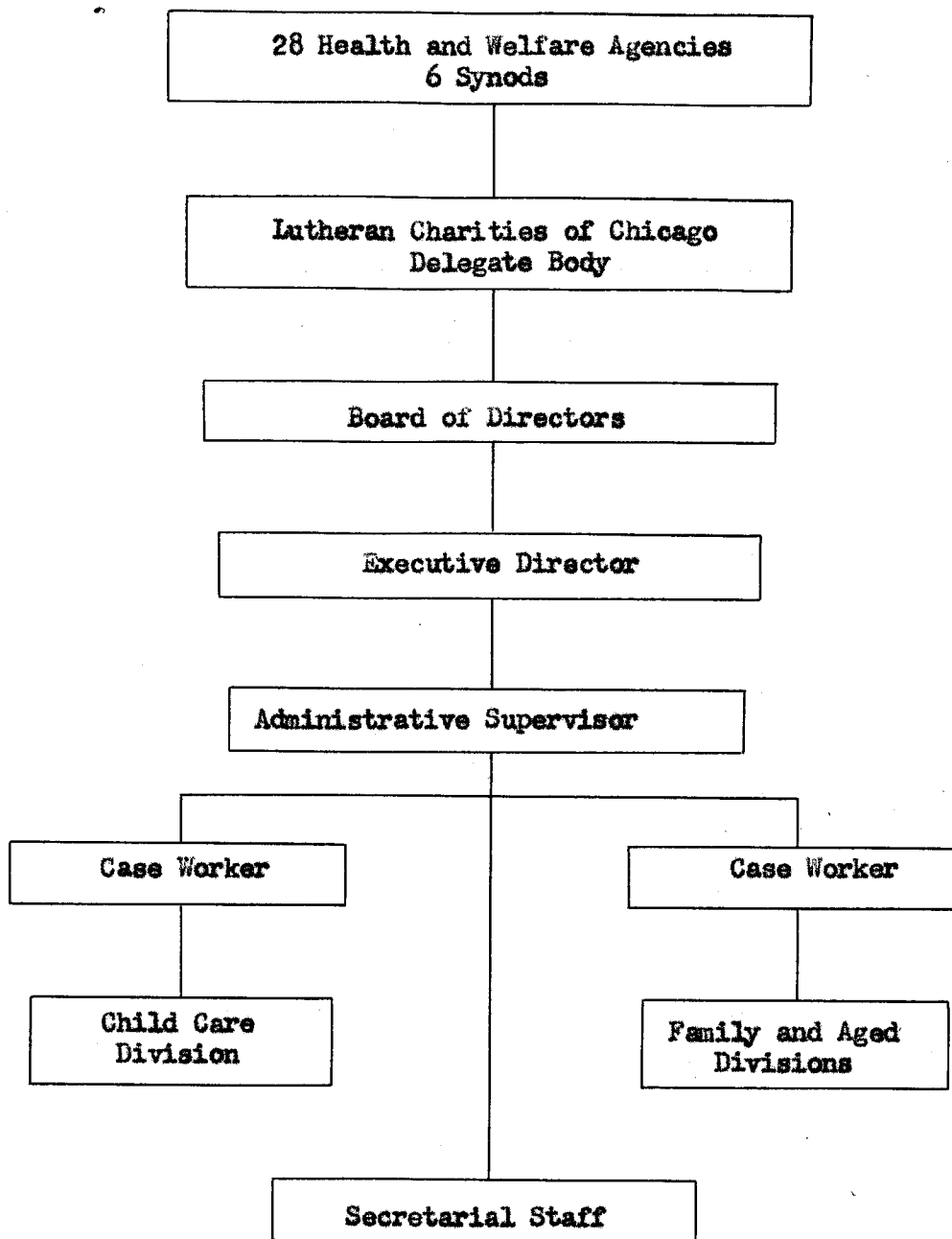


FIGURE 2

LUTHERAN CHARITIES ORGANIZATION CHART

### CHAPTER III

#### THE FIRST CHILD CARE DIVISION AS A SUB-COMMITTEE OF LUTHERAN CHURCH CHARITIES COMMITTEE BOARD

During the years 1936 until the latter part of 1939, all matters pertaining to the coordinated activities of the eighteen Lutheran health and welfare agencies which were members of the Lutheran Church Charities Committee were handled by the officers or entire Board of Directors of this Committee, while the professional services in the area of budgeting and accounting were rendered by auditors hired for that purpose. During these early years the Committee's main focus was on assisting the member agencies to define their service areas and revise their accounting systems so as to meet Community Fund standards. Yet as these eighteen agencies were becoming better acquainted with each other through the activities of the Lutheran Church Charities Committee, they began to develop an awareness of the fact that there might be areas other than the financial one in which they had common interests and faced common problems that could best be met by coordinated action. As early as 1938 there was discussion of further coordinating the work of the eighteen Lutheran agencies through broadening the scope of the Lutheran Church Charities Committee's work. Examples were cited of how it might be helpful to have subcommittees which would be responsible for keeping the agencies abreast of current legislation in the field of health and welfare and also to explore how



the family welfare work being carried on by several of the social mission agencies could be better coordinated with other family welfare agencies in the community.<sup>1</sup> Yet it was not until the latter part of 1939 that any sub-committees were appointed.

#### NEEDS GIVING RISE TO THE FORMATION OF SUCH SUB-COMMITTEE

As was true of the establishment of the Lutheran Church Charities Committee itself, the impetus giving rise to the formation of the first sub-committee was in the area of finances. In order to make application for a Community Fund allocation, it was necessary for each agency to submit a financial budget and a statistical service report to the Fund each year. The budgets were prepared by the Lutheran Church Charities Committee auditors and reviewed by the Lutheran Church Charities Committee Board of Directors and then were submitted to the Community Fund with recommendations made by the Board appended.<sup>2</sup> Until 1939 the service reports of the agencies were prepared by the Council of Social Agencies and were submitted directly to the Community Fund by them. However, in the fall of 1939 arrangements were worked out whereby the Council of Social Agencies and the Community Fund agreed that these service reports should be submitted to the Lutheran Church Charities Committee Board for review before being submitted to the Community Fund. To facilitate the study and review of these service reports, the Board of Directors passed a resolution in September 1939 authorizing their chairman to

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1 Minutes of the Lutheran Church Charities Committee Board of Directors' meeting, February 4, 1938.

2 Ibid., June 11, 1939.

appoint a committee for each field of service to review the service reports of the respective agencies.<sup>3</sup> Accordingly, at a meeting of the Executive Committee of the Board on September 21, 1939, the following four committees were appointed, "to assist the member agencies relative to any questions regarding the Community Fund budgets and service reports": Child Care Agencies, Homes for the Aged, Family Welfare, and Hospices. The Committee on Child Care Agencies thus appointed on September 21, 1939, became the forerunner of the present Child Care Division of the Lutheran Charities of Chicago.

#### COMPOSITION OF THE SUB-COMMITTEE AND ITS RELATIONSHIP TO THE BOARD

This first Committee on Child Care Agencies was created by the Board of Directors of the Lutheran Church Charities Committee as a sub-committee of this Board.<sup>4</sup> There were five persons appointed to this Committee, all of whom were members of the Lutheran Church Charities Committee's Board. Three were lay people who were interested in child welfare, for each was active on the board of directors of the various child care agencies which were members of the Lutheran Church Charities Committee. One was a pastor active in the work of one of the child care agencies, and one was a child welfare agency executive.<sup>5</sup> Yet these persons were appointed to this Committee not as representatives of their respective child care agencies, but as members of the Lutheran Church Charities Committee Board. Thus, in serving on this Committee they

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3 Ibid., September 11, 1939.

4 Ibid., September 11, 1939.

5 Ibid., May 7, 1940

were responsible not to the individual child care agencies, but to the Lutheran Church Charities Committee. Each year from 1939 until 1944 the Board appointed such a Committee.<sup>6</sup>

#### RELATIONSHIP OF THE SUB-COMMITTEE TO THE LUTHERAN CHURCH CHARITIES COMMITTEE

During these early years the Board of the Lutheran Church Charities Committee delegated various problems and topics to this sub-committee for study and recommendations. At the regular meetings of the Board the chairman of the Committee on Child Care Agencies was called upon for a report of the activities of this sub-committee and he was also called upon to present such reports to the annual and quarterly meetings of the Lutheran Church Charities Committee. A written report of the sub-committee's activities was included in the published Annual Reports of the Lutheran Church Charities Committee.

#### RELATIONSHIP OF THE SUB-COMMITTEE TO THE AGENCIES

When this sub-committee was first established there was some confusion as to who should take the initiative in making the services of this Committee available to the member agencies. Should the Committee wait for the agencies to approach it about problems or should the Committee itself initiate the first contact with the agencies? The chairman of the Board ruled that it was the responsibility of the Committee on Child Care Agencies to take the initiative in activating the Committee and offering its services to the agencies.<sup>7</sup> This set the precedent since followed by both the Committee on Child

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<sup>6</sup> Ibid., October 16, 1939; May 7, 1940; April 1, 1941; April 7, 1942; May 4, 1943.

<sup>7</sup> Ibid., February 5, 1940

Care Agencies and the Child Care Division of making the chairman of this Committee responsible for calling committee meetings.

While the Committee on Child Care Agencies was empowered to call meetings of the representatives of the Lutheran child care agencies, it was not empowered to make decisions which would be binding upon such agencies. The Committee could only make recommendations to the Board of Directors of the Lutheran Church Charities Committee. This Board in turn could not make decisions which would be binding upon the member agencies, but it could approve of a particular recommendation in principle and then approach each member agency board for approval of such recommendation. When such approval had been obtained, then the recommendation became policy which was binding upon each of the agencies whose boards had concurred with the recommendation under consideration. In other words, the Lutheran Church Charities Committee and its sub-committees had only such authority as was actually delegated to them by the individual agencies. In all other matters the individual agencies retained their sovereignty.<sup>8</sup>

#### PURPOSE AND OBJECTIVES

While the original purpose in establishing the Committee on Child Care Agencies had been to create a medium whereby the service reports of the Lutheran child care agencies could be reviewed before being submitted to the Community Fund, this purpose was broadened several times. When the Executive Committee of the Board of the Lutheran Church Charities Committee met in September 1939 to appoint such a committee, they broadened its purpose to

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<sup>8</sup> Ibid., September 25, 1940

include assistance to the member agencies relative to any questions regarding the Community Fund budgets as well as the service reports. Then in May of 1940, before the Committee even had its first meeting, the scope of its function was again extended when the chairman of the Board advised that it should serve, "to facilitate the functioning of the work of the Lutheran Church Charities Committee".<sup>9</sup>

#### IMPLEMENTATION OF PURPOSE AND OBJECTIVES

To begin implementing the purpose for which the Committee on Child Care Agencies had been formed, the Board of Directors of the Lutheran Church Charities Committee decided at a meeting on May 7, 1940, that this sub-committee should sponsor a meeting to which representatives of the boards and staffs of the seven member child care agencies would be invited. The Board set the date for this meeting and also assigned a topic to be considered at that time. In the assigning of this first topic to the Committee on Child Care Agencies the pattern was set for the future delegation of certain responsibilities previously carried by the entire Board to this sub-committee.

The Committee on Child Care Agencies sought to carry out its commission, "to facilitate the functioning of the work of the Lutheran Church Charities Committee" in several ways. First, it arranged a series of meetings for the staff and board members of the seven Lutheran child care agencies affiliated with the Lutheran Church Charities Committee, holding these meetings at

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9 Ibid., May 7, 1940.

the various child care institutions.<sup>10</sup> Thus, opportunity was afforded for those persons who were active in the child care programs of the several Lutheran agencies to become acquainted with each other and with one another's physical program facilities. Secondly, the five Lutheran Church Charities Committee board members who comprised the committee sought the help of the board and staff members of the children's agencies in exploring the assignments given to it by the Lutheran Church Charities Committee Board. In this way the recommendations made by the committee to the Board on these subjects were not the thinking and efforts of the five committee members alone, but represented the combined thinking and efforts of all those persons engaged in child welfare work in Lutheran settings in the Chicago area. Thirdly, the Committee through the meetings it sponsored provided opportunity for the agency representatives to present topics for discussion which were of common interest and concern to all the agencies.<sup>11</sup> Through these three approaches the work of the Committee became the work of the seven child care agencies.

From the time of its inception in September 1939 until June 1942, the Committee on Child Care Agencies sponsored fourteen meetings and gave consideration to fourteen different subjects of mutual interest. Four of these subjects were assigned to the Committee by the Lutheran Church Charities Committee Board and ten were brought to the attention of the group by the agency representatives themselves.

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<sup>10</sup> Report of Stuart Goranson, Chairman, Committee on Child Care Agencies to Lutheran Church Charities Committee annual meeting, February 28, 1941.

<sup>11</sup> Ibid.

## ACCOMPLISHMENTS

In reviewing the subject matter of the meetings during the first phase of the Committee's development, the topics can be divided into two classifications: (1) those which were treated from the standpoint of receiving or exchanging information, and (2) those which required coordinated action and follow-through.

Eight of the topics considered fall under the first classification, and it is interesting to note that all eight were brought to the attention of the group by the agency representatives themselves. These included the following:

Information regarding programs of care for European refugee children.<sup>12</sup>

Information on Lutheran services available for the care of infants.<sup>13</sup>

The need for case work service as a part of the program of the day nursery.<sup>14</sup>

Discussion on, "How can we get the most out of this case work service?"<sup>15</sup>

Discussion on, "Case work in a Lutheran agency".<sup>16</sup>

Discussion on the spiritual aspects of a child care program.<sup>17</sup>

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12 Minutes of the Committee on Child Care Agencies, August 21, 1940.

13 Ibid., September 25, 1940.

14 Ibid.

15 Ibid., February 28, 1941.

16 Ibid., April 22, 1941.

17 Ibid.

Discussion on the Aid to Dependent Children program.<sup>18</sup>

Discussion on what constitutes a Lutheran case.<sup>19</sup>

Discussion on three of these topics was planned in advance by having a speaker present information and lead the discussion period. Discussion of the other topics was spontaneous, arising out of the meetings themselves. In all eight instances, however, there was no follow-up on these topics and each agency utilized the information and suggestions gleaned from the respective discussion in its own manner.

Six of the topics considered by the Committee resulted in follow-up activity and in four cases in coordinated action. These six topics shall be considered in some detail, because they form the core of much of the future activity of the Committee and of the Lutheran Church Charities Committee.

#### 1. Review of Service Reports

The first of these six topics was concerned with the matter of the review of agency service reports before presentation to the Community Fund, which was the original purpose for which the Committee on Child Care Agencies had been formed.<sup>20</sup> At the time of the Committee's formation, the Lutheran Church Charities Committee had advised the Council of Social Agencies of this fact so that channels between the Council of Social Agencies, the Community

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18 Ibid., October 22, 1941

19 Ibid., February 11, 1942.

20 Minutes of the Lutheran Church Charities Committee Board of Directors meeting, September 11, 1939.



Fund, and the Lutheran Church Charities Committee could be kept clear.<sup>21</sup> The agencies' service reports for the year 1938 had been compiled by the Council of Social Agencies prior to the formation of this Committee and the agreement that the Lutheran Church Charities Committee could review these before their submission to the Community Fund. In the meantime, the Lutheran Church Charities Committee had gone one step further, for it had decided that in addition to reviewing the financial and service reports before submission to the Community Fund it would also print an annual report which would contain this data. In order to collect the necessary material for these two purposes, the 1938 service reports were mimeographed and distributed to each agency together with a questionnaire on which was to be recorded the service data for 1939.<sup>22</sup> After the Lutheran Church Charities Committee Board had decided on this course of action, the matter was discussed at a meeting of the Committee on Child Care Agencies so that questions might be answered as to procedure and the cooperation of those who would be implementing this project could be secured.<sup>23</sup> The response to this procedure was very favorable, for within two months all the questionnaires had been returned and the Lutheran Church Charities Committee's auditors had compiled a combined service report for all the Lutheran child care agencies. This same procedure of gathering service statistics had been followed by the other committees set up by the Lutheran Church Charities

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21 Ibid., December 4, 1939

22 Ibid., June 4, 1940

23 Minutes of the Committee on Child Care Agencies, June 19, 1940.

Committee and in the early fall of 1940 the chairmen of each of these committees met to combine their individual committee reports into a consolidated report.<sup>24</sup> This was accomplished and for the first time there was available a complete report of the financial and service operations of the eighteen Lutheran health and welfare agencies operating in the Chicago area.<sup>25</sup> The inclusion of such data in annual report form has been continued to the present, with the above procedure still being followed.

## 2. Establishment of a Central Intake Service

The second project undertaken by the Committee on Child Care Agencies was the establishment of a Central Intake Service for Lutheran children coming to the attention of the Juvenile Court. This was a matter which had been referred to the Committee by the Lutheran Church Charities Committee on May 7, 1940, after this latter Committee had agreed that, "the matter of establishing a Central Intake Service for the Lutheran child care agencies is recommended by the Board to the child care agencies."<sup>26</sup> The idea of establishing such a Central Intake Service had originally been suggested to the Lutheran Church Charities Committee by the Illinois Department of Public Welfare when the Lutheran agencies had brought to the attention of that Department their concern about the Court's commitment of Lutheran children to non-Lutheran child care

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<sup>24</sup> Minutes of the Lutheran Church Charities Committee Board of Directors meeting, September 3, 1940.

<sup>25</sup> Lutheran Church Charities Committee of Chicago, Annual Report, 1940.

<sup>26</sup> Minutes of the Lutheran Church Charities Committee Board of Directors meeting, May 7, 1940.

agencies.<sup>27</sup>

The matter of such a Central Intake Service was discussed by the group present at the first meeting sponsored by the Committee on Child Care Agencies on May 16, 1940, and it was decided to appoint a sub-committee of six persons from this group to study the problem and report back to the group on possible solutions. The following month this sub-committee proposed that one of the Lutheran case workers be appointed as a liaison person between the Juvenile Court and the Lutheran agencies, with such worker accepting referral of all Lutheran children from the Juvenile Court, keeping a central file on these children, determining their synodical affiliation, and making plans for them with the appropriate Lutheran agency.<sup>28</sup> This plan was acceptable to the group and as a first step in implementing it the recommendation was made that the plan should be submitted in writing to all the Lutheran child care agencies for the approval of their respective boards. By September of 1940 the approval of all the boards had been secured, and it was decided to present the plan to the Lutheran Church Charities Committee Board with the recommendation that this Board present the plan to the Judge of the Juvenile Court for the purpose of securing the Court's cooperation. The Lutheran Church Charities Committee Board concurred with this recommendation and appointed a committee composed of its chairman, the chairman and one member of the Committee on Child Care Agencies, and representatives of the agencies' case work staffs to meet with the Juvenile Court judge relative to this matter. Such a meeting was held with

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27 Minutes of the Committee on Child Care Agencies, May 16, 1940.

28 Ibid., June 19, 1940.

the Judge and his staff on October 30, 1940, and agreement to the plan and the cooperation of the Court was secured.<sup>29</sup> Thus a new venture in cooperation was begun, namely, that one case worker would represent the seven Lutheran child care agencies at the Juvenile Court.

### 3. Study of Member Agencies' Intake Policies

In the fall of 1940, when the Committee was discussing the establishment of the Central Intake Service, it was felt that it would be helpful for the group to know more about the function, program, and intake and discharge policies of the respective Lutheran child care agencies. This matter was referred to the Juvenile Court Committee for study and future report.<sup>30</sup> This latter committee held a meeting in September of 1940, at which time this information was secured from each of the seven child care agencies and was presented at the regular September Committee meeting.

### 4. Study of Guardianship

The third topic assigned to the Committee on Child Care Agencies by the Lutheran Church Charities Committee Board was closely related to the second, inasmuch as it was concerned with the awarding of guardianship of children by the Juvenile Court. This topic was assigned for study and clarification because the Illinois Department of Public Welfare had raised some questions with the agencies about their assuming guardianship for children in their custody. Accordingly, the Committee invited a representative from the State Department to be present at their meeting in November 1940 to discuss the

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<sup>29</sup> Ibid., November 27, 1940.

<sup>30</sup> Ibid., August 21, 1940.

matter and to answer the questions of the group. Because the State Department representative was asked to discuss the legal as well as the social aspects of guardianship, the agencies were invited to have their attorneys present.<sup>31</sup> At a subsequent meeting it was decided to mimeograph the minutes of this meeting and to distribute these to each of the child care agencies so that they might have a record of the comments and discussion. This set the precedent of mimeographing the minutes of certain other future meetings and of addresses on pertinent topics presented to the group.

#### 5. Study of Medical Standards

In June 1941 a medical consultant from the staff of a public children's institution was invited to address the group on the topic, "The Health of Children in Institutions".<sup>32</sup> This informative address caused the Committee to question whether they should assume responsibility for establishing some uniform medical standards for the Lutheran child care agencies. This concern led to the development of a sub-committee on health, chaired by the executive of one of the Lutheran child care agencies. This sub-committee sponsored a meeting for all the child care agency superintendents for the purpose of discussing this matter and later planned several meetings for the Committee on Child Care Agencies at which various speakers addressed the group on different aspects of health and medical programs in children's agencies. No further activity occurred on this matter during this first phase of the development of the Committee on Child Care Agencies, but the topic was followed through

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31 Ibid., November 27, 1940.

32 Ibid., June 4, 1941.

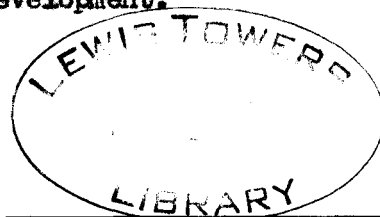
in later years as shall be seen in subsequent chapters.

#### 6. Service to Unmarried Mothers

The fourth project assigned to the Committee lay in the area of service to the unwed mother. The Council of Social Agencies had brought to the attention of the Lutheran Church Charities Committee Board the fact that all unwed mothers of the Lutheran faith who received medical care at the Cook County Hospital were being referred by that hospital to the Chicago Lutheran City Mission Society for social planning. Since this often involved planning for the care of the infant after birth, the Council of Social Agencies felt an attempt should be made to coordinate this work of the City Mission Society with the licensed Lutheran child care agencies.<sup>33</sup> Again, the Committee on Child Care Agencies assigned this matter to the Juvenile Court Committee for study and recommendations. This sub-committee proceeded to meet with both the Cook County Hospital social service staff and the staff of the City Mission Society to see what might be done. At a meeting of the Committee on Child Care Agencies on April 22, 1942, the sub-committee proposed that the deaconess of the Chicago Lutheran City Mission Society continue with her work at the Cook County Hospital, but that instead of implementing plans for the Lutheran unwed mother and her child as she had done in the past, that she should serve as a liaison between the hospital and the Lutheran child care agencies. This plan was agreed upon by the Committee on Child Care Agencies, but it was not implemented until the second phase of the Committee's development.

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33 Ibid., February 11, 1942.



## SUMMARY

In summary, the period from September 1939 to June 1942 marked the beginning of the development of the future Child Care Division of the Lutheran Charities of Chicago through the establishment of the Committee on Child Care Agencies. This Committee was brought into being by the eighteen Lutheran health and welfare agencies which were represented on the Board of Directors of the Lutheran Church Charities Committee. In a sense, this Committee functioned as a type of liaison between the seven Lutheran child care agencies and the Lutheran Church Charities Committee Board of Directors, for both the Board members appointed to the Committee by the Lutheran Church Charities Committee and the staff and board representatives of the member child care agencies participated in the meetings sponsored by the Committee.<sup>34</sup> The matters discussed and acted upon by this Committee arose from both the Lutheran Church Charities Committee Board of Directors and the agency representatives.

Through the meetings sponsored by this Committee the board and staff personnel of the seven Lutheran child care agencies became acquainted with one another and discovered that they had many common problems and areas of common interest. As seen through the establishment of the Central Intake Service at the Juvenile Court and the appointment of a liaison worker between the Cook County Hospital and the child care agencies for the referral of Lutheran unwed mothers, the agencies also discovered there were certain areas in the welfare field where they could work together and share services. Thus a foundation was laid for future cooperative projects because the agencies were beginning to

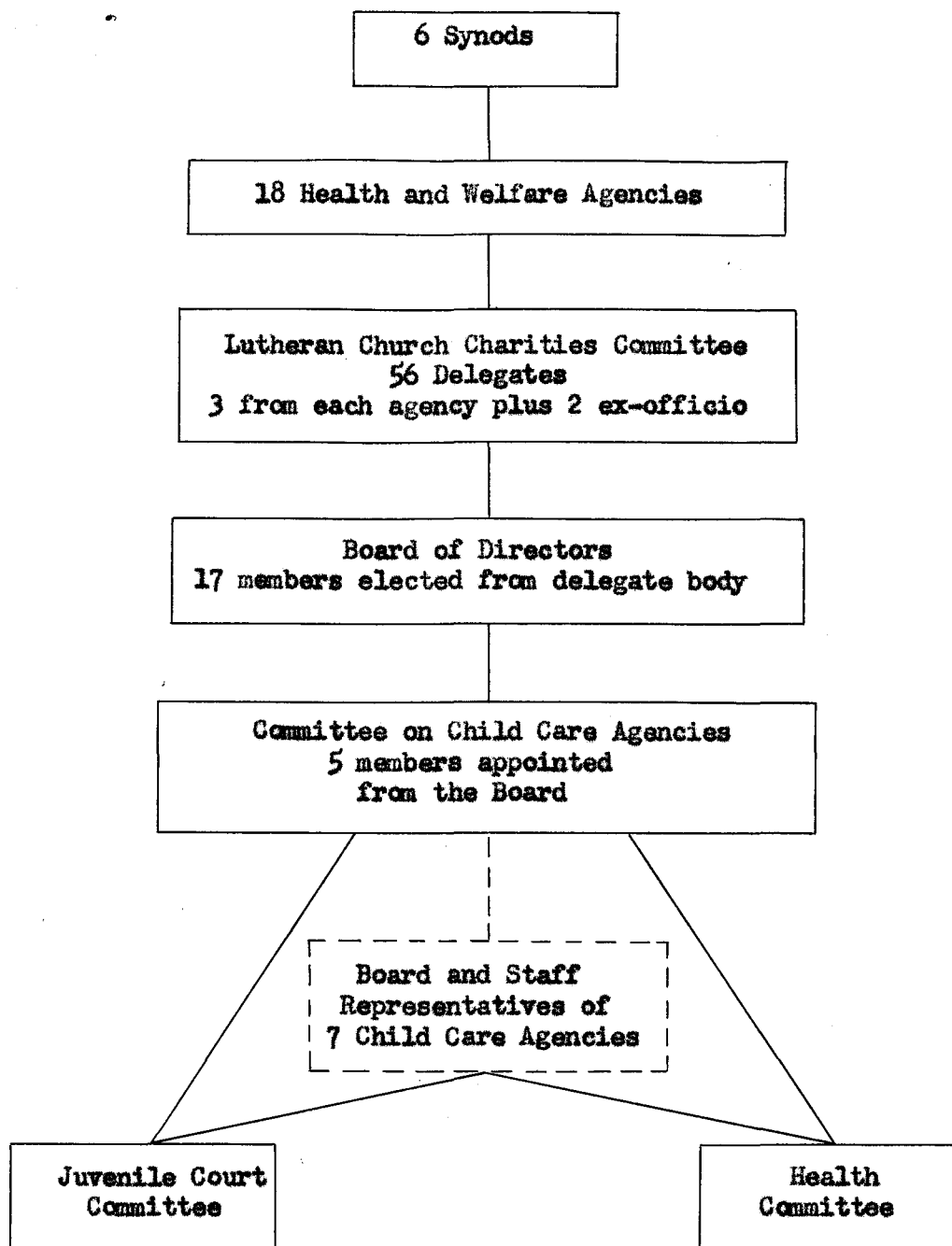


FIGURE 3

ORGANIZATION CHART  
COMMITTEE ON CHILD CARE AGENCIES



develop habits of cooperation.

#### EVALUATION

At the annual meeting of the Lutheran Church Charities Committee in 1941, the chairman of the Committee on Child Care Agencies made this statement to the constituency in his report: "The paramount issue with this committee is how to render the very highest and best spiritual and material service to those children whom God has entrusted to our care.....We are all interested in raising our standards and improving the service of all of the Lutheran Agencies and, therefore, we should continue to work together, behold the need, and do all in our power to meet that need prayerfully—carefully—intelligently—conscientiously and may our efforts always be Christ centered."

The chairman of the Lutheran Church Charities Committee Board of Directors spoke along these same lines at a meeting of the Committee on Child Care Agencies on June 4, 1941, saying, "The more we work together and learn from each other, the stronger we as Lutheran charities in this area will be." In his report to the constituency of the Lutheran Church Charities Committee in 1941 he pointed out that, "the work of the Committee on Child Care Agencies indicates what can be accomplished when we decide to work and cooperate together in approaching and solving the problems with which we are confronted."

## CHAPTER IV

### COMMITTEE ON CHILD CARE AGENCIES ENLARGED

The second phase of development of the Committee on Child Care Agencies covers the period from the spring of 1942 until the fall of 1944, when the Lutheran Charities of Chicago began operating with a professional staff.

#### COMPOSITION OF ENLARGED COMMITTEE

When the Board of Directors of the Lutheran Church Charities Committee elected its officers and committee chairmen for 1942-1943, they felt it was important that more professional agency people serve on the committees so that those persons who were active in the day-by-day activities of the agencies could assume some of the leadership in committee work. Accordingly, the Committee on Child Care Agencies for that year was composed of two child care agency executives and three child care agency board members, with the chairman being an agency executive. When the 1943-1944 committee was appointed, it consisted of three child care agency executives and two child care agency board members.<sup>1</sup> As in the past, all these committee members were members of the Lutheran Church Charities Committee board. However, instead of the chairman of the Board appointing the committees, that responsibility was left to the

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<sup>1</sup> Minutes of the Lutheran Church Charities Committee Board of Directors' meeting, May 4, 1943.

chairmen of the several committees.<sup>2</sup>

#### NEEDS GIVING RISE TO ENLARGING COMMITTEE

During this period the Lutheran Church Charities Committee board was interested in having all the Lutheran child care agencies in the state participate in the activities of the Committee on Child Care Agencies, feeling that through such participation the agencies would be drawn closer to the Lutheran Church Charities Committee. To this end the Board instructed the chairman of the Committee on Child Care Agencies to invite representatives of two Lutheran child care agencies located outside of the Chicago area to the meetings sponsored by the committee.<sup>3</sup> Thus the committee's activities during this period involved the staff and board personnel of nine agencies rather than seven.

To further involve more people in the activities of the committee, the Board suggested that all Lutheran Church Charities Committee board members and all agency board and staff personnel be invited to committee meetings by letter.<sup>4</sup> Previously the committee had invited the executives of all the child care agencies to committee meetings and had left it to their discretion as to whom they wished to invite from among their board and staff personnel.

#### RELATIONSHIP OF COMMITTEE TO LUTHERAN CHURCH CHARITIES COMMITTEE BOARD AND TO THE INDIVIDUAL AGENCIES

As can be seen from the above, during this period the Committee on Child Care Agencies continued to function as a sub-committee of the Lutheran

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2 Ibid., April 7, 1942.

3 Ibid., May 5, 1942.

4 Ibid., May 4, 1943.

Church Charities Committee Board of Directors, with the personnel of the committee itself drawn wholly from among the Board members. The chairman of the committee continued to be responsible for making reports to the Board on the activities of the committee and for making annual reports to the Lutheran Church Charities Committee constituency. As in the past, the agencies were drawn in through being invited to participate in the meetings sponsored by the committee.

#### SCOPE AND PURPOSE OF COMMITTEE

It was through these meetings sponsored by the committee that the purposes and objectives for which the committee had been formed continued to be implemented. These purposes and objectives did not change during this period, but because of the groundwork laid during the first phase of the committee's development the agencies were better prepared to move forward on cooperative projects and to collaborate in their thinking and planning on problems of common interest and concern.

#### IMPLEMENTATION OF PURPOSE AND OBJECTIVES

During this period the Juvenile Court Committee continued to function as an active and important sub-committee. Originally formed to devise and implement a plan whereby all Lutheran children coming to the attention of the Juvenile Court could be referred to Lutheran agencies for care, it had arranged for a Lutheran worker to serve as a liaison person between the Juvenile Court and the Lutheran agencies. Now the Juvenile Court Committee continued to serve in an advisory capacity to this liaison worker.

The Juvenile Court Committee had also been assigned the problem of arranging for better service for those Lutheran unwed mothers and their children

who were receiving medical services from the Cook County Hospital. During this present period the scope of this problem was broadened to include devising and implementing a plan whereby all Lutheran unwed mothers in the community might receive service from a Lutheran agency. The need for broadening services in this area was brought to the attention of the Lutheran Church Charities Committee Board by the Council of Social Agencies. The Council, which had been making a community-wide study of existing agency resources for the unwed mother, had reported to the Board that in 1941 two hundred and eighty Lutheran unwed mothers had sought agency services, but only about one hundred of them had been cared for by the Lutheran agencies. It was their recommendation that the Lutheran agencies attempt to give more complete service in this area. Upon receiving this report and recommendation, the Board felt the whole matter should be explored further and, therefore, referred the topic to the Committee on Child Care Agencies with the recommendation that it be assigned to the Juvenile Court Committee for study.<sup>5</sup> Upon receiving this assignment, the Juvenile Court Committee asked that its membership be enlarged to include representatives from the three agencies having programs of service to unwed mothers.<sup>6</sup> It was then decided that this sub-committee would work closely with the Planning Committee of the Council of Social Agencies, so that any plans the Lutheran group might make would fit into the plans the Council was working on for better community coverage in this area. In August 1943 the chairman requested that the Lutheran Church Charities Committee Board also appoint a

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<sup>5</sup> Ibid., September 1, 1942.

<sup>6</sup> Minutes of the Committee on Child Care Agencies, September 23, 1942.

committee to work with the Juvenile Court Committee on this problem, and this was done.<sup>7</sup> This was as far as the matter got at this point, for it was not until the third period of the Committee's development that the Council completed its study and the Lutheran agencies began to expand their services in this area.

A third piece of old business which received attention during this time related to the matter of statistical reporting by the agencies, which was one of the primary reasons for the founding of the committee. The emphasis on statistics during this period, however, arose from the agency representatives themselves rather than from the Lutheran Church Charities Committee Board, as had been the case in the past. The agencies were all quite satisfied with the referral of Lutheran children through the Juvenile Court, feeling that through the Lutheran liaison worker there they were being asked to serve all Lutheran children coming to the attention of the court. But now they began to wonder about extending their responsibility to finding other Lutheran children in the community who might be in need of child care services. This, in turn, raised the question of whether the Lutheran agencies would be equipped to serve all these children, even if they could find them. To ascertain just what Lutheran resources were available and to what extent they were being used for the care of Lutheran children, it was agreed that each agency would submit bi-monthly statistical reports to the Juvenile Court Committee. Also, the committee decided to recommend to the Board that the chairman be empowered to have a

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<sup>7</sup> Minutes of the Lutheran Church Charities Committee Board of Directors' meeting, August 10, 1943.

conference with the executive director of the Illinois Children's Home and Aid Society, which agency was set up to serve all Protestant children in the state, in order to ask that that agency refer all Lutheran children coming to its attention to the Committee on Child Care Agencies so that through the committee attempts might be made to arrange for the care of these children by Lutheran agencies.<sup>8</sup> There is no record as to whether this plan was carried out. However, it is interesting to note that the agencies went on record at this time as saying that even if the Lutheran agencies could not assume direct responsibility for all Lutheran children, they still had a responsibility to follow through on the child's case to make sure that he received the best service that the community had to offer.<sup>9</sup> This has continued to be the underlying philosophy of the committee and Lutheran Charities as a whole throughout the years.

In addition to these cooperative projects, the committee also devoted considerable time to the study of agency standards. The Council of Social Agencies had recently published a study entitled, "Tentative Standards for Child Caring Institutions", and the group decided that it would devote time at each meeting to the discussion of one of the chapters of this study. Responsibility for leading such discussions was rotated among the members of the group. The topics they considered included the following:

"The Function and Responsibilities of Boards of Directors"<sup>10</sup>

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8 Minutes of the Committee on Child Care Agencies, June 24, 1942.

9 Ibid.

10 Ibid., September 23, 1942.

"Physical Equipment for a Children's Institution"<sup>11</sup>

"The Place of the Social Worker in a Children's Institution"<sup>12</sup>

"The Social Worker in a Child Placing Agency"<sup>13</sup>

"Individualizing the Child in the Institution"<sup>14</sup>

"Health Service"<sup>15</sup>

"The Church in Social Work"<sup>16</sup>

Because the group felt the study of these standards was so important, they arranged for the committee to supply all the board and staff members of the various Lutheran child care agencies with copies of the study.

A major accomplishment during this period, which affected the Lutheran Church Charities Committee as a whole, was the fact that during 1942 the budgets of the two Lutheran multiple-function children's agencies were reviewed jointly before the Community Fund's Reviewing Committee. In reporting this fact to the Lutheran Church Charities Committee's constituency at its annual meeting in 1943, the chairman of the Committee on Child Care Agencies expressed his opinion that this was the result of the work and activities of the committee. He also voiced the hope that, "the time will soon come when all of our Lutheran agencies in the child caring field will be reviewed jointly at

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11 Ibid., November 24, 1942.

12 Ibid., January 27, 1943.

13 Ibid., May 5, 1943.

14 Ibid., October 4, 1943.

15 Ibid., November 8, 1943.

16 Ibid., March 13, 1944.



one hearing before the Community Fund Reviewing Committee. When we have arrived at this point we will feel that we will have made real progress through the years."

#### SUMMARY AND EVALUATION

This two and a half year period, which marks the second phase of development of the present Lutheran Charities' Child Care Division, can be looked upon as a plateau period. During the first phase of development much organizational work was done and the groundwork was laid for cooperative planning and efforts among the Lutheran child care agencies. During this period the foundations were strengthened and building proceeded at a steady pace.

The committee was strengthened during these years by the inclusion of two more agencies in its activities and by efforts to publicize its activities more widely through individual invitations to meetings to all agency staff and board personnel. There is also evidence of more agency participation through the leadership taken by staff and board personnel in leading discussions on the subject of standards for child care agencies and through the participation of members of the group in the work of the Juvenile Court Committee.

During these years the committee continued in its efforts to have all Lutheran children coming before the Juvenile Court referred to Lutheran agencies through its liaison worker, to give better service to the Lutheran unwed mother and her child, and to do a more comprehensive job of statistical service reporting.

Various expressions were voiced as to the value of the committee. The assistant superintendent of one of the agencies expressed gratitude for

his contacts with the committee, saying he had learned much from this experience.<sup>17</sup>

The committee's chairman, in his annual report to the Lutheran Church Charities Committee's constituency in 1943, reported both on the work of the Juvenile Court liaison worker and on the group's study of agency standards. Regarding the former he stated that, "we are very proud of the record that the Lutheran Church has been able to establish down at the court. We have been able to do our work so thoroughly that when a special worker for the Protestant group was placed at the court, the Lutheran group continued its own work as it had done in the past." Regarding the latter, he pointed out that through the study of standards, "we are aware not only of the fact that we are making excellent progress in our various agencies, but we also note our shortcomings in order to improve our service to the children of our churches."

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17 Ibid., March 13, 1944.

## CHAPTER V

### REORGANIZATION OF THE CHILD CARE DIVISION UNDER LUTHERAN CHARITIES' PROFESSIONAL STAFF

The third phase of development of the Lutheran Charities' Child Care Division covers the nine year period from the fall of 1944 until the fall of 1953. This was a period of reorganization and crystallization of the total program of the Lutheran Charities of Chicago, coincident with the hiring of a professional staff to fulfill the objects and purposes for which the organization had been formed.

#### IMPETUS BEHIND THE REORGANIZATION OF THE DIVISION

Two events occurred during the early years of 1940 which gave rise to the Committee on Child Care Agencies being reorganized as the Child Care Division. The first of these was the making of a statewide survey of Lutheran welfare services and needs. This survey, which was begun in the winter of 1943, was made by the Department of Welfare of the National Lutheran Council<sup>1</sup> under the sponsorship of the various Lutheran church bodies in Illinois. It was undertaken at the request of the church officials and welfare agency executives, who were interested in the advisability of organizing a statewide Lutheran welfare agency, officially related to the organized church, which

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1 The National Lutheran Council is a federation of six Lutheran synods.

would coordinate the welfare activities in the entire state and particularly in the Chicago area.<sup>2</sup>

When the surveyors had completed their study, the Department of Welfare of the National Lutheran Council called a conference of the directors and executives of the child care agencies in Illinois to consider the findings of the survey as they related to the child care field.<sup>3</sup> At the time of this conference, it was decided that a written report should be submitted to all the child care agencies for study by their individual boards and for such action as each deemed advisable and possible. Because the Lutheran Charities of Chicago at that time, as at present, was committed by its constitution to the responsibility of unifying and developing Lutheran welfare work in the metropolitan Chicago area, it was further decided to submit the factual material of the study to that organization and to place upon it the obligation of putting into operation certain of the recommendations which concerned the overall situation. This included the obligation of the Lutheran Charities of Chicago to call follow-up conferences for the purpose of taking next steps as suggested by the survey.<sup>4</sup>

As concerned the Committee on Child Care Agencies, the surveyors stated at this conference that, "The Children's Division of the Lutheran Charities should serve as the coordinating medium in effecting an integrated

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2 National Lutheran Council, Department of Welfare, Report of Conference of Lutheran Child Care Organizations in Illinois on Findings of Study of Lutheran Child Welfare Needs and Services, March 1944, 1.

3 Ibid.

4 Ibid., Page 2

child care program. Under the direction of a professional child welfare worker, this Division will render valuable service in the way of joint planning, consultation and guidance to all the children's organizations.<sup>5</sup> The surveyors further stated that the Lutheran Charities of Chicago should, "take the initiative in coordinating the agencies and planning an adequate over-all coverage for Lutheran children."<sup>6</sup>

The second event giving impetus to the reorganization of the Division occurred in 1944 when the Lutheran Charities of Chicago began operating with a professional staff. An executive director and a secretary were hired in June of that year,<sup>7</sup> and a case worker the following September.<sup>8</sup> With the acquisition of a professional staff, the Lutheran Charities of Chicago was ready to begin functioning on a full-time basis and to implement the objectives stated in its constitution and to effect the recommendations of the National Lutheran Council's Survey.

#### NEW FORM OF COMMITTEE

As seen in previous chapters, up until this time the Committee on Child Care Agencies had been a sub-committee of the Lutheran Church Charities Committee (later Lutheran Charities of Chicago) Board of Directors, and its membership was composed of members of this Board. With the hiring of a professional staff to carry on the activities of the Lutheran Charities of Chicago

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5 Ibid.

6 Ibid.

7 Minutes of the Lutheran Charities of Chicago Board of Directors' Meeting, April 10, 1944.

8 Minutes of the Child Care Division, September 22, 1944.

and in accordance with the recommendation contained in the survey made by the Department of Welfare of the National Lutheran Council, the activities previously carried on by the various sub-committees of the Board were incorporated into the work of the Divisions established by Lutheran Charities in the several fields of service. One such Division was the Child Care Division. Represented in this Division were the executive director and case work supervisor of each of the child care agencies affiliated with the Lutheran Charities of Chicago.<sup>9</sup> There was no Board representation, as had been the practice in previous years. Rather, the Lutheran Charities of Chicago was represented in the Division by its professional staff. The Division elected its own chairman and vice-chairman annually from among the agency representatives and the case worker of Lutheran Charities acted as secretary.<sup>10</sup>

#### RELATIONSHIP OF THE DIVISION TO LUTHERAN CHARITIES' BOARD, STAFF AND MEMBER AGENCIES

While the Child Care Division was no longer a sub-committee of the Lutheran Charities' Board, it continued to be a part of the Lutheran Charities' administrative structure and was thus responsible to the Board. The representatives to the Division were the official representatives of their agencies, all of which were members of the Federation; but the action they took while meeting in session as the Child Care Division was the official action of Lutheran Charities, and not the action of an autonomous group or committee. Where matters of policy were concerned, it was necessary for the action of the

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<sup>9</sup> Lutheran Charities of Chicago, Report of the Central Administrative Office, 1944.

<sup>10</sup> Figure 4, page 50.

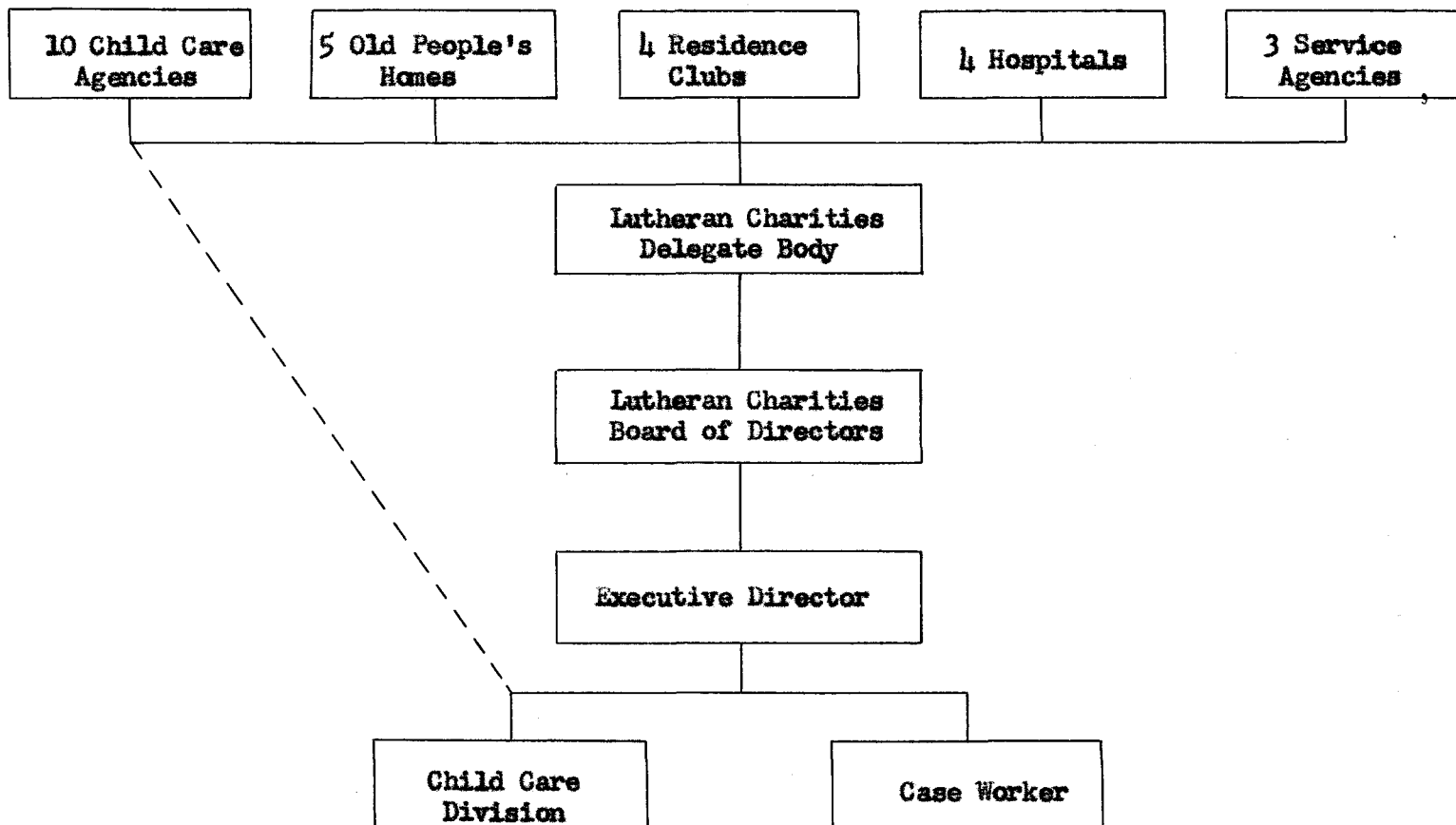


FIGURE 4

CHART SHOWING RELATIONSHIP OF CHILD CARE DIVISION TO  
LUTHERAN CHARITIES STRUCTURE

action of the Division to be approved by the Lutheran Charities' Board of Directors. If such action affected the policies of the individual child care agencies, it was necessary for that action to also be approved by the boards of the individual agencies before it became binding upon them.<sup>11</sup>

The staff of Lutheran Charities served as the functioning arm of the Division to implement the decisions and plans made by it. By virtue of his office, the executive director of Lutheran Charities was committed to give leadership to the Division. As noted above, the case worker of Lutheran Charities acted as secretary of the Division. In addition, she had the responsibility of bringing to the attention of the Division developments in the child care field and such other matters which might be pertinent to its deliberation and discussion.<sup>12</sup> As occasion arose she also made mention of the activities of the Division in her monthly reports to the Lutheran Charities' Board of Directors.

#### PURPOSE AND OBJECTIVES

When the Committee on Child Care Agencies was reorganized as the Child Care Division, the recommendation of the Survey made by the National Lutheran Council that, "the Children's Division.....should serve as the coordinating medium in effecting an integrated child care program", formed the core of the Division's purpose. More specifically, the purpose of the Division

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<sup>11</sup> Lutheran Charities of Chicago, MS., The Structure and Relationship of Lutheran Charities as Related to its Member Agencies and to its Internal Operation, 1-2.

<sup>12</sup> Ibid., 2.



was to provide a means whereby the children's agencies could meet together for the purpose of discussing common problems, initiating program planning, carrying on common projects, setting up common policies and procedures, and reviewing the budgets of those child care agencies which were members of the Community Fund.<sup>13</sup> The object was to eliminate overlapping services and to fill in gaps in service by making the fullest use possible of existing Lutheran facilities and resources in the welfare field.<sup>14</sup>

#### IMPLEMENTATION OF PURPOSE AND OBJECTIVES

During this period the Child Care Division sought to achieve its objectives by meeting monthly at the Lutheran Charities' office to discuss common problems and evolve methods for their solution. Where coordinated action was necessary in effecting a solution, the machinery of Lutheran Charities was used.

##### 1. Lutheran Social Workers' Group

One of the first things the Division did after its reorganization was to recommend that Lutheran Charities sponsor periodic meetings for the social workers of the Lutheran agencies in order that they might have opportunity to meet together as a group for the presentation and discussion of matters peculiar to church social work.<sup>15</sup> Previous to this the social workers had had opportunity for such discussion through attendance at the meetings sponsored

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<sup>13</sup> Lutheran Charities of Chicago, Annual Report and Directory, Chicago, 1951, 8.

<sup>14</sup> L. C. of C., Report of the Central Administrative Office, 1944.

<sup>15</sup> Minutes of the Child Care Division, August 18, 1944.

by the Committee on Child Care Agencies; but now that medium no longer existed, since representation in the new Child Care Division was on the executive and supervisory level. In order to assure the social workers of opportunity for freedom of expression, it was decided that these meetings should be restricted to the social service staff members of the agencies, with executives being present only upon specific invitation. The first meeting of this group was held on January 26, 1945, and at that time it was decided that the group would meet every six weeks.<sup>16</sup> This they did until the end of 1948, with the Lutheran Charities' social service staff providing leadership. Their meetings during this period were conducted along seminar lines, with technical subjects being presented for the purpose of sharpening up professional skills and techniques.<sup>17</sup> At various times during this period the Child Care Division referred matters to this group for study. This helped to establish common viewpoints and case work procedures on the grass roots level.<sup>18</sup> The group's demise coincided with staff changes in the Federation office. It was later revived in 1950 upon action of the agency workers themselves, but its focus, membership, and relationship to the Child Care Division was changed. While it continued to be sponsored by the Lutheran Charities of Chicago, it bore no direct relationship to the Child Care Division.<sup>19</sup>

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16 Minutes of the Case Workers' meeting, January 26, 1945.

17 L. C. of C., Report of the Central Administrative Office, 1944.

18 L. C. of C., Report of the Executive Director, 1944.

19 L. C. of C., Annual Report, 1951, 22.

## 2. Central Intake Service

The Child Care Division during this period also followed through on the various projects initiated by the former Committee on Child Care Agencies. One of the first projects to receive their attention concerned the Central Intake Service for Lutheran children at the Juvenile Court. The worker who had been acting as liaison worker between the Lutheran agencies and the Juvenile Court had been forced to resign due to ill health, so the Division recommended that Lutheran Charities' case worker assume this function.<sup>20</sup> This was accomplished in the fall of 1944 and Lutheran Charities' social service staff continues to function in this capacity at the present time. Upon recommendation of the Board of Directors, a case reviewing committee was appointed by the Child Care Division in November 1944 to assist the Lutheran Charities' case worker in her referral of Lutheran court cases.<sup>21</sup>

Because the agencies found the Central Intake Service for Juvenile Court cases to be so satisfactory, they soon began thinking in terms of expanding this service to include a central intake service for all Lutheran children needing care, regardless of the source of referral. As early as July 1944, the Board of Directors of the Federation had discussed the possibility of the agencies referring those persons whom they could not serve to the central office in order that help might be given to them in locating a resource to meet

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20 Minutes of the Child Care Division, September 22, 1944.

21 Ibid., November 24, 1944.

their needs.<sup>22</sup> In January of the following year this matter was discussed by the Child Care Division, and it was decided that while each child care agency would continue to control its own intake, Lutheran Charities would act as a central intake office, referring children coming to its attention to the appropriate Lutheran agency.<sup>23</sup> Out of these small beginnings grew the present-day intake and referral service of Lutheran Charities. The Division remained active throughout the years in sharpening up policies and procedures for the smooth functioning of this service. These were later codified into a referral manual, which serves as the official guide for all the agencies and the central office.<sup>24</sup>

### 3. Unmarried Parenthood

A second piece of old business which was soon picked up by the Child Care Division concerned coordinated planning for more adequate service to Lutheran unmarried mothers. This matter had received some attention from the Committee on Child Care Agencies during previous years. At a meeting on November 24, 1944, the Division recommended that Lutheran Charities inform the community agencies of the availability of Lutheran resources for the care of unmarried mothers and requested that all Lutheran unmarried mothers be referred either to the appropriate Lutheran agency or to the central office. During

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22 Minutes of the Lutheran Charities of Chicago, Board of Directors' Meeting, July 10, 1944.

23 Minutes of the Child Care Division, January 19, 1945.

24 Lutheran Charities of Chicago, Manual of Child Care Intake and Referral Procedures, Chicago, July 1, 1952.

1945 the Division formulated the following three point agreement which was adopted by all the Lutheran agencies and the Women's Service Division of United Charities:

- I That we recognize the soundness of the arrangement of having one center in the community to which unmarried mothers may be referred by the general public, private individuals, agencies, etc.
- II That we foster and continue an agreement with WSD whereby all Lutheran unmarried mothers who desire services of Lutheran agencies be referred to the appropriate agency. WSD is to consult Lutheran Charities and in all cases to notify Lutheran Charities of referrals made.
- III That major referring agencies such as Red Cross, Salvation Army, Cook County Hospital be requested to refer Lutheran unmarried mothers to, and in case of doubt to consult with, Lutheran Charities.<sup>25</sup>

Later this agreement was modified to provide for the referral of all Lutheran unmarried mothers to the central office rather than to the Lutheran agencies direct.<sup>26</sup> During these years the arrangement whereby the Lutheran City Mission Society provided a liaison person between the Cook County Hospital and Lutheran Charities for the referral of Lutheran unmarried mothers remained in effect.

#### 4. Budgets and Service Reports

Budgeting and statistical service reports continued to be a matter of concern to the Division also. In August of 1944 it was decided that before the child care agency budgets were submitted to the Community Fund by the Lutheran Charities' Executive Director they should be reviewed by a Lutheran Charities

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<sup>25</sup> Minutes of the Child Care Division, January 19, 1945.

<sup>26</sup> Ibid., April 14, 1948.

reviewing committee, to be composed of the executive and one board member from each agency.<sup>27</sup> This plan, which was inaugurated by the Child Care Division, was later extended to include the agencies in the other fields of service and during ensuing years these reviewing committees have continued to operate as a functioning arm of Lutheran Charities.

In 1951 the Council of Social Agencies brought to the attention of Lutheran Charities their feeling that the service reports submitted to them by the Lutheran Child Care agencies were not adequately pointing up the full measure and scope of the work being done by such agencies. Lutheran Charities brought this to the attention of the Division, which decided that a committee should be appointed from its membership to draw up an introductory statement for these reports which would give a picture of the coordinated program of Lutheran Charities and the role of each agency in the over-all Federation program.<sup>28</sup> Such an introductory statement has continued to be a part of the agencies' service reports during succeeding years.

#### 5. Child Guidance Counselling Service

A major project undertaken by the Division during this period was the establishment of a Child Guidance Counselling Service. In 1945 the Division began discussing the fact that psychiatric services within the community were very limited. This led to the appointment of a committee to explore what the actual psychiatric needs of the Lutheran agencies were and what personnel might

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27 Ibid., August 18, 1944.

28 Ibid., April 11, 1951.

be available if a Lutheran clinic or psychiatric service were established.<sup>29</sup> Contact was made with a Lutheran psychologist, and in November 1945 it was decided to enter into a four months' contract with him on a trial basis. The plan was for the psychologist to spend one-half day per week in the Lutheran Charities offices to give direct treatment to children with behavior problems, to act as consultant to the agency case workers and to administer such tests as might be advisable. The six Lutheran children's agencies in the Chicago area agreed to underwrite the cost of this service, which was to be administered by the staff of Lutheran Charities.<sup>30</sup> Because this service met a real need for the Lutheran agencies, it became permanently established on a part-time basis, and its staff was increased over the years to include a second psychologist, a psychiatrist, a baby tester, and a psychiatric social worker.<sup>31</sup> In 1950 a Child Guidance Advisory Committee, composed of the social service directors of the agencies financing the Service, was appointed to serve as the supervisory body of the Service and the liaison between the Service and the Child Care Division.<sup>32</sup> This Committee, serving as the policy making group for the Service, kept the Division informed as to developments in the Child Guidance Counselling Service through monthly reports at Division meetings.<sup>33</sup>

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29 Minutes of the Child Care Division, January 19, 1945.

30 Ibid., November 16, 1945.

31 Minutes of the Child Guidance Committee, January 14, 1940.

32 Minutes of the Child Guidance Advisory Committee, July 8, 1950.

33 Minutes of the Child Care Division, November 13, 1952.

## 6. Coordinated Participation in Community Projects

During this period the Child Care Division took action regarding coordinated participation of the Lutheran child care agencies in two community service projects. One of these was the Joint Service Bureau, an agency established as a community project to serve as an application center for the placement of Protestant and non-sectarian children. Through 1946 the Lutheran child care agencies held individual memberships in the Joint Service Bureau. However, the Child Care Division recommended that beginning in 1947 the Lutheran Charities be represented in the Bureau as a federation rather than the agencies continuing with individual memberships.<sup>34</sup> This action was taken because the agencies felt that the services previously rendered them by the Joint Service Bureau were now being given by Lutheran Charities, and yet they felt that the Lutheran group should give some support to this agency as an expression of their interest in seeing the agency continued as a service to the total Protestant community.<sup>35</sup>

Through the Child Care Division plans were also implemented whereby the Lutheran child care agencies would participate as a group, rather than as individual agencies, in the United Home Finding Service, a community-wide educational and publicity agency for foster home recruitment. The cost of membership in this agency was underwritten by the two Lutheran placement agencies, but the applications received through this Service were routed through Lutheran Charities, which made the first contact with the prospective

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<sup>34</sup> Ibid., August 21, 1945.

<sup>35</sup> Minutes of the Lutheran Charities of Chicago, Board of Directors' Meeting, September 20, 1945.



foster parents. In the literature put out by the Service, the Lutheran agencies were listed as an entity.<sup>36</sup> Later, when other community-wide projects of foster home recruitment were proposed, the Lutheran group, through the Child Care Division, decided to participate in these as a federation rather than as individual agencies.<sup>37</sup>

#### 7. Foster Home Recruitment

Because the need for foster homes was an ever present problem and one that concerned all the Lutheran child care agencies, this was a frequent topic of concern at Division meetings. In 1945 the urgent need for foster homes was discussed and suggestions were given to guide the placement agencies in their foster home recruitment programs.<sup>38</sup> In 1949 this matter was again brought to the attention of the Division, and a committee was appointed to explore the possibility of sponsoring a joint home finding program.<sup>39</sup> This resulted in the two placement agencies cooperatively sponsoring teas for their foster mothers in 1950 in an effort to give recognition to them for their services and to interest them in helping the agencies recruit additional foster homes.<sup>40</sup> In 1951 the Division gave consideration to a statistical report on foster home recruitment compiled by the Welfare Council of Metropolitan Chicago, in an

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36 Minutes of the Child Care Division, August 21, 1945.

37 Ibid., November 13, 1952.

38 Ibid.

39 Ibid., October 12, 1949.

40 Ibid., June 14, 1950.

effort to determine what the most efficient methods of recruitment were.<sup>41</sup>

### 8. Family Welfare Survey

Another area of common concern throughout these years was the need that existed for additional family service resources. As early as 1945 the Child Care Division discussed the limitations of case workers in the children's agencies giving counselling service to families and the value of having a family service agency to which such families could be referred.<sup>42</sup> In 1950 this matter was discussed again, and all the agencies brought out the fact that they were being faced with an increasing number of family welfare situations which neither they nor the existing community agencies seemed to be able to serve. This raised the question of whether the Lutheran agencies should expand their facilities to include some type of family welfare program, and the Lutheran Charities staff was instructed to explore this problem thoroughly and to report back to the Division.<sup>43</sup> To this end, Lutheran Charities set up a statistical reporting form for the agencies to fill out in order to determine the quantity and type of family welfare cases coming to their attention. However, it proved impossible to draw any conclusions from these reports because the categories and figures were not mutually exclusive.<sup>44</sup> A committee was appointed to work on this matter further, but there is no record as to their accomplishments. The following year the Family Service Division decided to undertake a survey of

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<sup>41</sup> Ibid., September 11, 1951.

<sup>42</sup> Ibid., February 16, 1945.

<sup>43</sup> Ibid., March 8, 1950.

<sup>44</sup> Ibid., May 10, 1950.

family welfare needs and asked the cooperation of the Child Care Division.<sup>45</sup> A committee was appointed to this task, but again there is no record as to their accomplishments. In 1953 the staff of Lutheran Charities reported to the Division that plans were under way for the establishment of a Lutheran family service agency under the auspices of one of the Lutheran organizations active in the Family Service Division, and on January 1, 1954, this plan became a reality.<sup>46</sup>

#### 9. Resources for the Feeble-minded Child

Resources for the case of feeble-minded children was another problem of mutual concern to the agencies which was discussed in the Child Care Division. This problem was first raised in 1945, and a committee of three persons was appointed by the Division to see what planning the Lutheran agencies could do in this area.<sup>47</sup> This committee failed to function, however, and the matter lay dormant until 1951 when the director of a nationally sponsored Lutheran program giving institutional care to the feeble-minded requested that applications from the Illinois area for this service be cleared and referred through Lutheran Charities. In discussing this proposal, the Child Care Division expressed its opinion that such a plan would make it possible to give better service to the client seeking help in this area and would stimulate more cooperation between the Lutheran social agencies and the church at large. They, therefore, went on record as approving the plan, but in order to keep

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<sup>45</sup> Ibid., February 14, 1951.

<sup>46</sup> Ibid., June 11, 1953.

<sup>47</sup> Ibid., March 16, 1945.

channels clear recommended to the Board of Directors of Lutheran Charities that this national program be admitted to the Federation as an associate member.<sup>48</sup> This was accomplished the following year.

#### 10. Staff Recruitment

During this period all the children's agencies were faced with the problem of staff recruitment. In 1945 the Child Care Division discussed means of alleviating this situation and decided that staff recruitment for all the agencies should be centered in Lutheran Charities, with the cost of such program being borne on a cooperative basis by the agencies.<sup>49</sup> As an aid to this project, a study was made of the salary scales and personnel policies and practices of the agencies.<sup>50</sup> A second study along these same lines was made in 1949.<sup>51</sup>

#### 11. Service Charges By Adoption Agencies

In 1950 the Division began a study of the validity of adoption agencies charging fees.<sup>52</sup> Various reports were made by Division members and outside speakers on this subject, and in January 1952 the Division made a recommendation to the Lutheran Charities' Board of Directors that they go on record as approving in principle the practice of agencies making a service

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<sup>48</sup> Ibid., November 15, 1951.

<sup>49</sup> Ibid., March 16, 1945.

<sup>50</sup> Ibid., May 18, 1945.

<sup>51</sup> Ibid., February 8, 1950.

<sup>52</sup> Ibid., October 11, 1950.

charge for adoption services.<sup>53</sup> The Board approved this recommendation and suggested that the next step would be for the adoption agencies to appoint a joint committee to study a program of service charges, with the members of this committee having the responsibility of reporting back to their Boards and the Boards taking action on the committee's recommendation.<sup>54</sup> This matter is still pending action by the individual agency boards.

## 12. Joint Case Committee Meetings

In 1949 a representative from the State Department met with the Division to discuss criteria to be used in deciding whether a specific child should be placed in a foster home or an institution. While the agency representatives were in agreement with the criteria presented, they felt they would be hampered in making the necessary program changes in order to use both foster home and institutional facilities to the greatest advantage because of lack of understanding on the part of their board and case committee members. As a means of educating these lay people as to present day trends in the child care field, it was suggested that the Division sponsor a joint meeting for the case committee members of all the Lutheran children's agencies.<sup>55</sup> Such a meeting was held in October of 1949, and it proved to be such a success that similar meetings have been held annually ever since.<sup>56</sup>

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53 Ibid., January 10, 1952.

54 Ibid., April 10, 1952.

55 Ibid., May 11, 1949.

56 Ibid., September 14, 1949.

### 13. Education and Interpretation

The Child Care Division also employed other means of interpreting trends and services in the child care field to the Lutheran constituency. In 1946 the Division sponsored an institute in conjunction with Lutheran Charities' annual meeting.<sup>57</sup> At the 1947 and 1948 annual meetings of the Federation it sponsored sectional meetings.<sup>58</sup> In 1953 a Division member participated in a panel discussion at that year's annual meeting, discussing the work and activities of the Division.<sup>59</sup>

A variety of other topics was considered by the Division at its monthly meetings. These included such subjects as a study of unmet needs in the child care field,<sup>60</sup> spiritual counselling,<sup>61</sup> the need for strengthening the social service departments of the agencies,<sup>62</sup> and the sponsoring of an institute for houseparents.<sup>63</sup>

As a means of acquainting its members with the programs of other agencies, various speakers were invited to Division meetings to discuss the services of the agencies they represented.

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57 Minutes of the Lutheran Charities of Chicago Annual Meeting, February 22, 1946.

58 Ibid., February 25, 1947, and February 24, 1948.

59 Minutes of the Child Care Division, January 8, 1953.

60 Ibid., January 11, 1950.

61 Ibid., February 16, 1945.

62 Ibid., September 22, 1944.

63 Ibid., June 14, 1950.

To keep the Division members abreast of current happenings in the welfare field, a part of each meeting was devoted to reports by agency representatives to the various committees of the Welfare Council of Metropolitan Chicago.<sup>64</sup>

#### SUMMARY AND EVALUATION

This third phase of development of the Child Care Division was a period of reorganization and growth. The reorganization coincided with the completion of a survey of all the Lutheran health and welfare agencies in Illinois and with the engagement of a professional staff to carry out the functions of the Lutheran Charities of Chicago. Under the new plan of organization the status of the group was changed from that of being a sub-committee of the Board of Directors of Lutheran Charities to that of becoming a Division of the Federation. The composition of the Division was changed from that of both lay and staff representation to staff representation on the administrative and supervisory level. In addition, the newly engaged staff of Lutheran Charities was available to implement the decisions and plans of the Division on a professional level.

The objectives of the Division during this period grew out of the recommendations made by the state-wide survey and the objectives of Lutheran Charities itself. These included discussion of common problems, cooperation in program planning, carrying on common projects, setting up common policies and procedures, and reviewing agency budgets.

Achievement of these objectives was sought through monthly meetings

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<sup>64</sup> Ibid., October 12, 1949.

and utilization of the machinery of Lutheran Charities. Some of the common problems discussed were the need for additional family service resources, the need for additional resources for the care of feeble-minded children, staff recruitment, spiritual counselling, and unmet needs in the child care field. Common program planning was undertaken in the areas of services for the unmarried mother and foster home recruitment. Projects sponsored during this period included further activity on the matter of the Central Intake Service for Lutheran children coming to the attention of the Juvenile Court, establishment of the Lutheran Charities' intake and referral service, organization of the Lutheran Social Workers' Group, sponsorship of annual Joint Case Committee Meetings, and establishment of the Child Guidance Counselling Service. Coordinated action resulted in the sponsorship of teas for foster parents and in Federation representation to the Joint Service Bureau and the United Home Finding Service. Common policies and procedures were set up through the compilation of a Lutheran Charities' referral manual. In the area of budgeting, reviewing committees were established and the agencies' service reports were improved.

In speaking of the Child Care Division, the Executive Director of Lutheran Charities stated in an article in the Quarterly Bulletin that, "The advantages of such a program in raising the standard of our child care work, in avoiding duplication of effort, in giving better service to children, in eliminating exploitation of our agencies by people who wish to avoid the responsibilities of parenthood and in protecting the interest of our Church and agencies have been great indeed. One need only speak to any administrator in the child welfare field, private or public, to receive affirmative testimony



on this score. This development has also made it possible to integrate the Lutheran program into the community and to join in serving children with both community and public agencies in the city, county, and state level."<sup>65</sup>

Further expression as to the value of the Child Care Division was given at the 1953 annual meeting of the Federation when the panel member representing the Division stated, "We feel that though each of our agencies is autonomous unto itself, that coordination in planning has helped all Lutheran children who are in need, our agencies, and the church. It has helped the child in being served to a greater extent according to his need; it has helped our agencies by making them aware of the overall types of problems referred, for some of which we do not have the facilities, and it has stirred our imagination for future planning; and it has helped the church in that we are able to serve the church's children more effectively."<sup>66</sup>

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<sup>65</sup> Edgar F. Witte, "The Four C's of Lutheran Charities", Lutheran Charities of Chicago, Quarterly Bulletin, V, Chicago, May 1949, 1-2.

<sup>66</sup> Majorie A. Stolzenburg, "Working Together in Lutheran Welfare in Illinois", Lutheran Charities of Chicago, Quarterly Bulletin, VIII, Chicago, May 1953, 2-4.

## CHAPTER VI

### CURRENT STATUS OF THE CHILD CARE DIVISION

The spring of 1953 marked the thirteenth year of functioning of the Child Care Division. During these years many changes had occurred, both within the federation itself and within the programs of the member child care agencies. Therefore, the Division deemed it appropriate to consider what some of the accomplishments of the Division had been and what future goals should be set for it.

#### REORGANIZATION OF THE DIVISION

In looking back over the years, two factors stood out quite clearly. One was that the agenda of Division meetings had fallen into the two broad categories of (a) things involving general policies of operation and administration, and (b) things of a technical or case work nature. The other was that attendance of executives at Division meetings had fallen off, while attendance of social service personnel had remained constant. This raised the question of whether the executives felt that many of the agenda were such that the social service personnel could adequately represent the agencies. That being the case, it was felt that the agenda should be so planned that during certain months only topics of a technical or case work nature would be considered and that at these meetings only the social service personnel should be obligated to be in attendance. Then during other months the agenda should be planned around

topics involving policy and all the Division representatives, both on the executive and social service level, should be obligated to be in attendance.<sup>1</sup>

This led to the Division reorganizing itself into a Planning Section and a Plenary Section. Under this new plan it was decided that the Division would continue to meet monthly ten times a year, with seven of these meetings being Planning meetings and three (January, May and October) being Plenary meetings.<sup>2</sup> Such plan was to become effective in the fall of 1953.

#### COMPOSITION OF DIVISION

Under this new plan of organization, Division representation continued to be on the basis of the executive and case work director of each child care agency. However, only the case work directors were to be responsible for attending all Division meetings. While the executives would be welcome to attend all meetings, they were obligated to attend only the Plenary Section meetings.<sup>3</sup> Lutheran Charities administrative and social service staff continued to be responsible for attendance at all meetings, as well as a representative from the Federation Board.

#### RELATIONSHIP OF THE DIVISION TO THE FEDERATION STRUCTURE

The reorganization of the Child Care Division did not change its relationship to the Federation, inasmuch as it continued to be a part of the Lutheran Charities administrative structure and responsible to its Board of Directors. The social worker of Lutheran Charities continued to make reports

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1 Minutes of the Child Care Division, March 12, 1953.

2 Ibid., May 14, 1953.

3 Ibid.

to the Board on the activities of the Division, as had been the practice during previous years. In September of 1953 the major portion of the Board meeting was devoted to a report by this case worker on, "Policy and Program of the Child Care Division". This led to a discussion by the Board members as to their role in the activities of the Child Care and other Divisions and to a decision that they would like to be more active in the work of the Divisions through direct participation.<sup>4</sup> At a meeting on January 14, 1954, the Board decided to appoint one official representative to each of the Divisions.<sup>5</sup> These appointments were made in February of the same year and became effective immediately.<sup>6</sup>

During this period the Division began considering what the relationship of Lutheran Charities staff members should be to the Division. Because the social service staff of Lutheran Charities provides guidance and secretarial service to the Division and serves to implement its planning, it was felt that these staff members should not be considered as regular members of the Division but rather should be considered as consultants to the Division. Accordingly, a resolution was suggested in January 1954 stating that, ".....the membership of the Child Care Division should be made up of the member agencies. The voting members of the Division should be the representatives of the Lutheran Charities' children's agencies and the Lutheran Charities' staff

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<sup>4</sup> Minutes of the Lutheran Charities of Chicago, Board of Directors Meeting, September 10, 1953.

<sup>5</sup> Ibid., January 14, 1954.

<sup>6</sup> Ibid., February 11, 1954.

members should be consultants to the Division rather than being voting members.<sup>7</sup> Action on this resolution was deferred until the next Plenary Session of the Division, which has not yet been held.

This same question regarding membership status was raised concerning participation in the Division by the psychiatric social worker of the Child Guidance Counselling Service and the representative of the Lutheran Charities' Board of Directors. Action on this is also still pending, although the recommendation is that they, too, be considered as being consultants to the Division rather than voting members.<sup>8</sup>

A further question was raised during this period concerning the relationship of the various Lutheran Charities Divisions to one another. On the administrative level a liaison had been established between the various Divisions in the person of the Administrative Supervisor, who had primary responsibility for the functioning of all the Divisions.<sup>9</sup> However, the Family Service Division, which was also in the throes of reorganization during this same period, had proposed to the Child Care Division that the latter appoint one of its members as a liaison person between these two Divisions, with such person having the responsibility of attending all meetings of both Divisions, bringing the viewpoint of the Child Care Division to the Family Service Division and then reporting back to the Child Care Division on the work of the Family Service

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7 Minutes of the Child Care Division, January 14, 1954.

8 Ibid.

9 Ibid., November 12, 1953.

Division.<sup>10</sup> This proposal is still being considered by the Child Care Division, with no action having been taken on it as yet.<sup>11</sup>

#### PURPOSE AND OBJECTIVES OF THE DIVISION

The purpose and objectives of the Child Care Division remained unchanged. At a meeting of the Division in January 1954, it was pointed out that the Division functions as the planning arm of the Federation in matters concerning child care programs and that the staff of Lutheran Charities serves to implement these plans.<sup>12</sup>

#### PLANS FOR IMPLEMENTING PURPOSE AND OBJECTIVES

The Division continues to function and carry out its objectives through monthly meetings held ten times a year in the manner described above. At the first meeting of the Plenary Session in the fall of 1953, a Lutheran Charities' staff member gave a historical sketch of the Division, pointing out the needs which led up to the development of the Division, the projects undertaken by the Division in past years, and evaluating some of the results of the Division's activities. This led to a discussion as to future program plans, projects, and goals. The group felt that the following twelve topics should be included on future Division meeting agenda:

1. Recruitment of agency personnel: house and maintenance staff.
2. Summer camp programs.
3. Spiritual counselling for children and spiritual orientation for case workers.
4. Religious education for children under agency care.

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10 Ibid.

11 Ibid., January 14, 1954.

12. Ibid.

5. A joint in-service orientation course for Lutheran social workers.
6. The responsibility of the case worker in the area of public relations.
7. The role our institutions can play in assisting our foster home agencies in the recruitment of foster homes.
8. A regional recruitment plan under Lutheran Charities to obtain social service staff members on both the graduate and under-graduate level.
9. A review of the National Lutheran Council Survey of our agencies in Illinois for the purpose of clarification, evaluation and implementation.
10. Fee charging for adoption services.
11. A study of the program of the National Association of Lutheran Social Workers.
12. Unfinished business from previous meetings.<sup>13</sup>

During the five months following this meeting, the Division has been concerned with putting the above recommendations into effect. The group felt that the most advantageous way to handle discussion of these topics would be to assign each topic to a member of the Division, with such person being responsible for outlining the areas to be covered, gathering background material, presenting the problem, and guiding the discussion.<sup>14</sup>

During this period the Division also concerned itself with four other areas of common interest. In October the group sponsored the fourth annual Joint Case Committee Meeting.<sup>15</sup> In November it worked out a plan whereby all the child care agencies agreed to set aside Thursdays as a day when inter-agency meetings could be scheduled.<sup>16</sup> During that month it also began

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13 Ibid., October 1, 1953.

14 Ibid., January 14, 1954.

15 Ibid., November 12, 1953.

16 Ibid.

considering the whole matter of statistical reporting by Lutheran Charities and the member child care agencies.<sup>17</sup> This remains as a piece of unfinished business. The fourth area of planning concerned the participation of the Lutheran child care agencies in a proposed community-wide project of foster home recruitment.<sup>18</sup> This matter is also still pending.

#### SUMMARY AND EVALUATION

This fourth phase of development of the Child Care Division was one of further reorganization and refinement of structure and function. One of the most significant developments was the action taken by the Board of Directors of Lutheran Charities, making them more active in the affairs of the Division through appointment of a representative to this and other Divisions. It might be assumed that the habit of cooperation had become deeply entrenched in the thinking of the agency representatives inasmuch as when reorganization plans were proposed there was no question raised as to whether or not the Division should be continued, but only as to how it should be continued and with what goals. Because this present period of development is so recent and only in the beginning stages, it is impossible at this point to evaluate it further.

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17 Ibid.

18 Ibid., September 10, 1953.



## CHAPTER VII

### CONCLUSION

This study of the development of the Lutheran Charities' Child Care Division was undertaken in an effort to analyze the steps involved in the establishment of such a Division, to evaluate the results of the Division's efforts of coordination and common program planning in terms of standards and services, and to ascertain what administrative principles were involved in the developmental process.

#### THE FOUR STEPS OF DEVELOPMENT HIGHLIGHTED

The first step in the development of the Child Care Division was initiated by the Board of Directors of the Lutheran Church Charities Committee in the fall of 1939 when they appointed five of their members to constitute a Committee on Child Care Agencies. Commissioned to "facilitate the functioning of the work of the Lutheran Church Charities Committee" this Committee had the task of laying the foundations for cooperative planning by ten autonomous child care agencies. They sought to do this by sponsoring meetings for the personnel of the various Lutheran children's agencies so that they might become acquainted with one another and explore areas of common interest and mutual concern. Evidence of their success in achieving this objective is seen in the fact that agency interest and participation was secured in these meetings and three cooperative projects were undertaken.

The second phase of the Division's development covered the period from the spring of 1942 until the fall of 1944. This was a period of further strengthening the foundation which had been laid and beginning to build upon it. The Committee was enlarged by the inclusion of two additional agencies in its activities. There was also wider publicity given to its activities, and staff and board personnel of the individual agencies began taking more leadership and a more active part in the programs and projects sponsored by the Committee. Emphasis was placed on the study of standard for children's agencies, and the three projects begun in the previous period were continued.

The third phase of development coincided with the engagement of a professional staff to carry out the functions of the Lutheran Charities of Chicago, the parent organization of the Division. Extending from 1944 until 1953, this was a period of reorganization and growth. The status of the group changed from that of being a sub-committee of the Board of Directors to becoming a Division of the Federation. The group's composition also changed, inasmuch as it now became a representative group of child care agency executives and social service directors or supervisors, functioning to develop programs, coordinate services, and attain higher standards. The social service staff of Lutheran Charities became the functioning arm of the Division, implementing its decisions. A wide range of cooperative projects was undertaken during this period, and because the children's agencies were able to present a united front to the community, the status of the total Federation was increased.

The fourth phase of development of the Child Care Division was just begun in the fall of 1953, so its history is still in the process of being written. Thus far, this has been a period of further reorganization,

clarification of purposes and goals, and codification of policies. Evidence of the Division's having met a real need for the agencies is seen in the fact that when this present period was entered into there was no question raised as to whether the Division should be continued or not, but only question as to how it should be continued and with what goals.

#### EFFECTS OF THE DIVISION ON THE TOTAL LUTHERAN CHILD WELFARE PROGRAM IN ILLINOIS

One of the most important effects of the Child Care Division on the total Lutheran child welfare program in Illinois was that ten autonomous child care agencies learned to plan and work together, thus developing strong habits of cooperation. A sense of identification and a feeling of unity also emerged, which tended to strengthen the individual agency programs as well as the total Federation program of child welfare.

While each agency continued to function as an autonomous unit, certain functions and aspects of their programs were delegated to the Federation, and it, therefore, became possible for the Lutherans to present a united front to the community in the area of welfare. This had a two-fold effect. In the area of public relations, the community agencies, such as the Community Fund and the Juvenile Court, were much more amenable to working with the ten children's agencies through the machinery of Lutheran Charities rather than having to deal with them individually. In the area of service to clients, through the central intake and referral service of Lutheran Charities, a center was established to which all Lutheran persons in need could be directed, without having to run the gamut of ten individual agencies.

Through the common planning and programming of the Division, the

agencies were helped to raise their program standards, to become acquainted with new trends in their field by having opportunity to hear outstanding leaders, and were helped in implementing some of the recommendations made in the Survey conducted by the National Lutheran Council.

Through the undertaking of joint projects the agencies were able to reach and serve more of their households of faith through the case finding which resulted from a central intake plan. The establishment of the Child Guidance Counselling Service made psychiatric services more readily available to them and resulted in higher standards of service, both in terms of direct service to the children and through consultation services to the case workers. The sponsoring of Joint Case Committee Meetings helped to educate board and case committee members as to new trends in the child care field and through such education they were better able to accept program changes in their own agencies in keeping with current needs and standards.

Because the goals of the Division were subscribed to by the ten participating agencies, their individual programs were influenced to change and develop along these lines. This resulted in a decrease in duplication of services and many former gaps in service, such as with the unmarried mother program, were closed. In terms of the Federation this resulted in a more rounded over-all program of child welfare.

#### ILLUSTRATION OF ADMINISTRATIVE PRINCIPLES INVOLVED IN THE DEVELOPMENT OF THE DIVISION

The development of the Child Care Division affords an illustration of the group process in administration. The whole developmental process presented in the preceding chapters is one which is democratic, rather than authoritarian.

in character. All ten children's agencies were represented in the Division equally, each being a part of the whole. Thus an equality of status existed, based on function.

To begin the developmental process, it was necessary for the agency representatives to become acquainted with one another. Here the principle of the circular response came into being through face to face contacts at meetings sponsored by the group. This led to the unifying of ideas which were later crystallized into accepted objectives and goals. Out of this process emerged new plans and new projects, creating new ways of meeting situations which were revealed through further group discussion.

In any successful group process, individual goals must be subordinated to group goals, and the Division was no exception. Although the ten agencies participating in the Division retained their sovereignty throughout, they did delegate various of their individual functions and prerogatives to the Division. This can be seen most clearly in the areas of Juvenile Court representation and the budgeting process.

In all of its deliberations the Division was guided by the law of the situation rather than operating on a priori assumption. This is illustrated through the practice of the Division appointing sub-committees to gather facts on new proposals before taking action, rather than taking quick action that would be based only on opinions and emotions. While this is a slower process, it usually results in sounder actions.

Finally, the Division always operated on the principle of authority with, rather than authority over. This is seen in the fact that the professional staff of Lutheran Charities acted as the functioning arm of the Division

to implement its plans and decisions, rather than giving executive direction.

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