



eCOMMONS

Loyola University Chicago
Loyola eCommons

Master's Theses

Theses and Dissertations

1958

A Historical Survey of the Lutheran Charities of Chicago

Ralph Gerald Cathcart
Loyola University Chicago

Follow this and additional works at: https://ecommons.luc.edu/luc_theses

 Part of the [Social Work Commons](#)

Recommended Citation

Cathcart, Ralph Gerald, "A Historical Survey of the Lutheran Charities of Chicago" (1958). *Master's Theses*. 939.

https://ecommons.luc.edu/luc_theses/939

This Thesis is brought to you for free and open access by the Theses and Dissertations at Loyola eCommons. It has been accepted for inclusion in Master's Theses by an authorized administrator of Loyola eCommons. For more information, please contact ecommons@luc.edu.



This work is licensed under a [Creative Commons Attribution-Noncommercial-No Derivative Works 3.0 License](#).
Copyright © 1958 Ralph Gerald Cathcart

A HISTORICAL SURVEY OF THE
LUTHERAN CHARITIES OF
CHICAGO

by

Ralph Gerald Cathcart

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

1952

TABLE OF CONTENTS

Chapter	Page
 1. INTRODUCTION	
A. Purpose	1
B. Scope	1
C. Sources	1
D. Method	1
E. Plan of Presenting	2
F. Philosophy of Lutheran Welfare	2
 II. EARLY DEVELOPMENT OF LUTHERAN CHARITIES OF CHICAGO	
A. Origin	4
B. Development	7
C. Administration	10
D. Permanent Office Organized	11
 III. THE DIVISIONS OF LUTHERAN CHARITIES OF CHICAGO	
A. Administration	15
B. Program Categories	16
C. Divisions	16
1. Care of the Aged	17
2. Child Care	19
3. Hospices	20
4. Hospitals	21
D. Summary	23
 IV. THE DEPARTMENTS OF LUTHERAN CHARITIES OF CHICAGO	
A. Introduction	24
B. Budgeting Department	24
C. Social Service Department	25
1. Origin	25
2. Function	25
3. Central Intake	26
4. Referral Procedure	27
5. Other Services	28
6. Definition of a Lutheran case	28

D. Family Service Department	30
E. Displaced Persons Department	30
F. Public Relations Department	33

V. THE CHILD GUIDANCE CLINIC

A. Introduction	35
B. Early Development	36
C. Administration	39
D. Defining Staff Roles	40
E. Eligibility	42
F. Objective	42
G. Summary	43

BIBLIOGRAPHY	44
------------------------	----

CHAPTER I

INTRODUCTION

The purpose of this study is to trace the development, growth and structure of the Federation known as the Lutheran Charities of Chicago from the time of its beginning in November, 1936, through December, 1950.

Primary and secondary source material were both used. The former consisted of minutes from meetings held by the directors and the various appointed committees of the Federation; and correspondence of the Federation. The secondary source material consisted of excerpts from the Social Work Year Book, and the Displaced Persons Act; a quarterly published Bulletin by Lutheran Charities of Chicago, and unpublished papers.

The writer began the research on this study by drawing up a tentative outline which was later revised into a permanent outline as new material was obtained. Since there has been no other study of this nature made for Lutheran Charities of Chicago, and the source material was not organized into a chronological sequence, it was necessary for the writer to locate and arrange the material into proper order. Following this procedure, he took notes as material presented itself. Using the outline as a guide the writer then wrote a chronological study describing the historical development of Lutheran Charities of Chicago.

The material has been presented in a two-fold manner which includes: first, a brief survey of the early development of the Federation, and secondly, the development of the Federation's program, with emphasis on the divisions, departments, and the project.

The writer has not touched upon the philosophy of Lutheran welfare as this did not fall within the purpose originally planned for this thesis. However it was believed that a brief discussion of this subject should be included in the Introduction as a framework for understanding the motivations for Lutheran welfare practice.

Social work which operates in its several fields is a process or technique. As such, social work whether in a public or sectarian agency, is essentially the same. This prohibits the use of the term Lutheran case work to define social work as practiced by Lutheran welfare. In this same sense we can not speak of Lutheran chemistry or Lutheran manufacturing. The generic base of social work is the same. However, this process operates not within a vacuum but within a framework of a philosophy and is influenced by the philosophical milieu in which it operates, and particularly by the life's outlook of the social worker. This personal philosophy with its influence on the social worker's practice is of the greatest importance and is the distinguishing factor between Christian social work and secular social work, between Lutheran welfare and welfare carried on by groups not consciously Christian.

Lutheran welfare makes use of the knowledge, skills, and tools which social work has developed, but it goes one step further than a non-Christian philosophy in recognizing that the basic need for rehabilitation is the Grace of God.

Of equal importance in the Lutheran welfare philosophy is the reverence for human dignity and personality because each individual is a child of God, created in His image, redeemed by the Blood of Jesus Christ, sanctified by the Holy Spirit, and destined for eternal life; respect for the sanctity of the home and the solidarity of the family; recognition of the role the Gospel plays in molding human lives; awareness of the value of self-help and of voluntary giving and service; and of the proper function of the state, on the one hand, the evils of statism on the other.¹

As a result of this philosophy inherent in Lutheran faith, Lutheran welfare believes in caring for the whole man in his rehabilitation materially, emotionally and spiritually. It imposes a deep sense of responsibility toward those who need aid within the Lutheran's own faith group. In this respect priority is given to the individual who is of the Lutheran faith and who is in need of welfare service. From this empathetic concern there has developed a formalized Lutheran welfare program which attempts to offer welfare on a professional and at the same time Christian level to the Lutheran constituency.

¹ Edgar F. Witte, "Goals of Lutheran Welfare in the Community," Lutheran Welfare at the Mid-Century, 1950.

CHAPTER II

EARLY DEVELOPMENT OF LUTHERAN CHARITIES OF CHICAGO

Social welfare agencies experienced a great deal of pressure in the early depression era when financial stress placed upon people caused them to seek help from social agencies. The social agencies in the Chicago area were faced with the two-fold problem of receiving more demands for their services, and, consequently, of adequately financing this expanding program.¹

The solution to this latter problem was found in the establishment of the Emergency Welfare Fund of Cook County in 1932, later renamed the Community Fund, serving the larger well established private welfare agencies. These were the Catholic Charities, Jewish Charities, Salvation Army, United Charities, and the Chicago Chapter of the American Red Cross.²

1 Report to the Lutheran Charities Council by the Council chairman, October 27, 1936.

2 Board report of the Emergency Welfare Fund of Cook County, October 1, 1932.

An attempt was made by the Church-related Protestant agencies to form another major group which would participate as a federation in the Community Fund. This group was to be an united Protestant welfare organization of which Lutheran welfare was to be a part. As a result of these efforts a federation was organized known as the Associated Church Charities of Chicago.³

This organization was to include all the Protestant church related agencies.⁴ However, in order to relate the Lutheran group more effectively those agencies affiliated with church bodies belonging to the National Lutheran Council⁵ set up an organization known as the Chicago Lutheran Council. The Missouri Synod formed the Lutheran Charities Council.⁶

3 Minutes of the Associated Church Charities of Chicago, Board of Directors, December 21, 1934.

4 Report to the Lutheran Charities Council by the Council chairman, October 27, 1936.

5 The National Lutheran Council which is a federation composed of all synods except the Missouri Synod, is a purely cooperating body with no legislative or administrative authority over the Synods. Its purpose is to attempt to coordinate the spiritual and welfare work of the Lutheran Church as represented by the synodical affiliations. These synods are the next higher body above the congregations and are composed of the pastors and lay representatives elected by the congregations and have only such authority as is granted by the synod constitution. The synods were organized in the United States by Lutheran immigrants on a national and linguistic basis. The Missouri Synod is different from the other synods in that it was organized in this country on a geographical basis and is more doctrinally conservative than the other established synods. See also Frank S. Mead, Handbook of Denominations, New York, 1951, 113-123.

6 Meeting of the members of the proposed Lutheran Charities Council, January 21, 1935.

No basis was found upon which all Protestant welfare groups could be brought together into the Associated Church Charities of Chicago, so that a meeting was called by the two existing Lutheran organizations to determine the possibility of establishing a Lutheran federation similar to those existing in other faith groups.⁷

The meeting was called to consider such an organization on November 5, 1936. It was attended by groups representing the Community Fund, the Council of Social Agencies, the Chicago Lutheran Council, the Lutheran Charities Council, and the Associated Church Charities.⁸

At this meeting the Community Fund recommended to the Lutheran group:⁹

(a) The appointment of a central Lutheran committee composed of a majority of laymen, to which the contribution of the Fund might be made and which would be responsible for its distribution among Lutheran charitable organizations.

(b) Centralizing under one head the responsibility for policies of operation and administration of all Lutheran charities including those now under auspices of different Lutheran denominations.

7 Minutes of the Lutheran Charities of Chicago Meeting, November 5, 1936.

8 Ibid.

9 Ibid.

The Lutheran groups prepared to act upon these recommendations.

The Chicago Lutheran Council organized the "Lutheran Church Charities Committee" on November 17, 1936. Synodical representation was composed of the following six synods: American, Augustana, Danish, Missouri, Norwegian and United.¹⁰ At this meeting the Lutheran Church Charities Committee elected a chairman, vice-chairman, secretary and treasurer. These officers outlined four objectives as follows:¹¹

- (a) Interpreting to all Lutheran agencies the arrangement made with the Community Fund and the policies under which these agencies could participate.
- (b) Preparing the constitution and by-laws of a permanent organization to which all Lutheran agencies in the area could belong and which would have the approval of all Lutheran Church bodies in Illinois.
- (c) Bringing up the standards of program and practice in Lutheran welfare agencies.
- (d) Obtaining an audit of Lutheran welfare work and setting up uniform fiscal policies and bookkeeping procedures conforming to the Community Fund classification of accounts.

Following the forming of the Lutheran Church Charities Committee, work was begun to develop this organization. In December, 1937, the member agencies voted that the Committee become a permanent organization.¹²

¹⁰ Meeting of Board of Directors, Lutheran Church Charities Committee, November 17, 1936.

¹¹ Ibid.

¹² Annual meeting of Board of Directors, March 6, 1938.

A special meeting was called on May 18, 1938, at which time the Constitution and By-Laws was adopted.¹³ Twelve Lutheran agencies officially joined the Committee at this meeting. Five other Lutheran agencies indicated their willingness to do so dependent upon their own board action.¹⁴ Five principal objectives were outlined as follows:¹⁵

- (a) To assist in uniting the various Lutheran Charities of the Chicago area into an organization to represent the Lutheran social welfare program to the community.
- (b) To coordinate the service of the Lutheran agencies in fields where overlapping exists.
- (c) To assist in the development of such welfare services as may be needed to meet the needs of the Lutheran constituency.
- (d) To assist member agencies in improving their standards of service.
- (e) To assist member agencies in a program of cooperation, to acquaint the agencies with one another, to arrange conferences to discuss the work in various fields of activity such as child care, homes for the aged, family welfare, hospices, and health.

By September, 1938, all the Lutheran welfare agencies had become members of the Committee.¹⁶ The Committee was then composed of eighteen

¹³ Ibid.

¹⁴ Minutes of the joint meeting of the Chicago Lutheran Council, Lutheran Charities Council, and the representatives of the Lutheran agencies, May 25, 1938.

¹⁵ Annual meeting of Board of Directors, March 6, 1938.

¹⁶ Letter to Missouri Synod representatives from secretary of the Chicago Lutheran Council, November 7, 1938.

Lutheran welfare agencies in the Chicago area, affiliated by the constituency of the six synods named above.¹⁷ The eighteen member agencies consisted of eight child caring institutions, four homes for the aged, two hospitals, two hospices, and two family welfare societies.¹⁸

It was evident from the interest shown in this kind of federation that the Lutherans were becoming more aware of the service such a Committee might render in the social welfare field to each separate Lutheran agency.

Following the adoption of the Constitution, plans were laid to obtain a Charter. On March 4, 1939, the Department of Public Welfare, Springfield, Illinois, granted a Charter of Incorporation.¹⁹ Two months later on May 25, 1939, the Lutheran Church Charities Committee received endorsement by the Association of Commerce.²⁰ The Johnson, Atwater and Company, Certified Public Accountants, who had been analyzing the budgets for the Committee, without charge since 1937, were officially employed as auditors on May 6, 1939.²¹

17 Letter from Committee secretary to Director of Lutheran Welfare Society, Minneapolis, September 23, 1938.

18 Ibid.

19 Minutes of the Board of Directors, June 5, 1939.

20 Ibid.

21 Minutes of the Board of Directors, May 6, 1939.

The Committee centered its attention the following five years in planning on an administrative level toward the goal of fulfilling the principal objectives stated in its constitution.

As the member agencies began to make more use of this Committee, it soon became evident, on the part of some of the members, that a full time director would be needed. Therefore, in 1940, it was proposed by the chairman that a paid Executive Secretary be employed in order "to coordinate our divergent services so as to perform more efficient service."²² However, it was the opinion of the members that since their present income was inadequate to carry such an expense they must consider this need for the future. This would involve obtaining funds with which to form a strong organization according to the purposes of the Committee and as outlined in the constitution.²³ This did not materialize until four years later when a full time paid Executive Director was employed.²⁴

An important step was taken in 1940 by the Committee when the central intake service plan was established, whereby all Juvenile Court cases with Lutheran affiliations would be referred to the Committee for placement planning. While this was agreed upon by the Committee in September, 1940,²⁵ it was not until October of the same year that all

22 Minutes of Board of Directors, March 4, 1940.

23 Ibid.

24 Minutes of Board of Directors, April 10, 1944.

25 Minutes of Board of Directors, September 3, 1940.

member child care agencies indicated their willingness to cooperate with the plan.²⁶ A meeting was then held on October 30, 1940, by the Child Care Committee with the Judge of the Juvenile Court of Cook County, to discuss this plan and obtain court approval. The Court welcomed and approved this Lutheran referral plan.²⁷ An official Lutheran representative was invited to attend regular meetings with the Juvenile Court case committee which discussed cases pending before the court.²⁸ This central intake plan has since developed into an important policy of the social service department of Lutheran Charities of Chicago.

The Constitution and By-Laws were amended in 1943.²⁹ While minor revisions in terminology were effected a more important revision was approved in that the name Lutheran Church Charities Council was changed to Lutheran Charities of Chicago.³⁰ In 1944 approval was secured from the Community Fund to:³¹

26 Minutes of the Board of Directors, October 8, 1940.

27 Minutes of the Board of Directors, November 6, 1940.

28 Ibid.

29 Quarterly Meeting of the Board of Directors, September 27, 1943.

30 Ibid.

31 Minutes of the Board of Directors of the Community Fund, July 20, 1944.

- (a) Operate as a recognized federation.
- (b) Review and approve budgets of its member agencies.
- (c) Act as a planning and coordinating agency for all the Lutheran social work organizations in Chicago.
- (d) Increase the money raising possibilities of Lutheran agencies.
- (e) Establish a relationship with the Community Fund and the Council of Social Agencies.

At the same time, on the request of the presidents of the synodical groups of the National Lutheran Council and the Board of Lutheran Child Welfare Association, The Welfare Division of the National Lutheran Council made a survey of the Lutheran welfare program and agencies in Illinois and recommended a plan for the coordination of Lutheran welfare activity in Illinois under the leadership of a central office and staff. This plan, now referred to as the "Master Plan," recommended that cases should be cleared by the central office. This central office should function as an information, application and referral service. The proposal was also made that instead of each child caring agency attempting to carry on a complete child care program such agencies specialize in certain types of care they were best equipped to give and refer children needing other kinds of service to a cooperating Lutheran agency providing this type of program.³²

An executive was secured and on June 1, 1944 an office with a full time staff was opened.³³

³² Survey Lutheran Welfare Needs and Services, City of Chicago and State of Illinois, National Lutheran Council, March, 1944.

³³ Meeting of Board of Directors, April 10, 1944.

Under the leadership of the Executive Director a program was undertaken embracing the following activities:³⁴

- (a) Public Relations and Community Representation.
- (b) Fiscal Agent of agencies participating in the Community Fund.
- (c) Clearing, Information and Referral Center.
- (d) Coordination of Service and Welfare Planning.
- (e) Common Services.
- (f) Joint Projects.
- (g) Counselling and Welfare Service.

The Lutheran Charities of Chicago as has been noted had its origin in the early depression years when increased demands were made upon the services of the Lutheran social welfare agencies and increased difficulty was experienced to adequately finance an expanding program. In order to meet these demands, and to receive aid from the Community Fund, Lutheran welfare formed an organization, the Lutheran Church Charities Committee, in 1936. This Committee focused its endeavors around planning on an administrative level as a means of realizing its primary objectives. This was successfully accomplished by 1943, when the Community Fund officially recognized the Lutheran Charities of Chicago as a federation for all the existing Lutheran social agencies in Chicago. A central office and staff was set up in 1944 and a program initiated which has continued in use to the present time.

³⁴ Annual Report of the Board of Directors, March 21, 1945.

CHAPTER III
THE DIVISIONS
OF
LUTHERAN CHARITIES

The program of the various divisions will be presented in this chapter. Before this is done, however, material will be presented describing the manner in which Lutheran Charities is related to the various synodical bodies within the Lutheran denomination, and the function of the delegates to Lutheran Charities.

Basically Lutheran Charities is a council of Lutheran welfare agencies. In one way or other these agencies are related to a Lutheran synodical body represented in Chicago and Illinois. This pattern of relationship differs not only from agency to agency but also from synodical body to synodical body. Some agencies are owned by an association of congregations of a synod or group of synods; others by associations of individuals who are members of congregations of a particular synod or group of synods. Still others are directly owned and operated by a conference or synod and in the case of some the Lutheran tie is cultural or nationalistic.¹

1 Annual Report of Lutheran Charities of Chicago, 1949.

This complex situation has been met within the constitution of Lutheran Charities which provides that any synodical body, board of charities, charities fund, or similar organization deserving representation can appoint or elect official delegates to Lutheran Charities. These delegates together with three delegates from each of the Lutheran welfare agencies form the official body or corporation known as Lutheran Charities of Chicago.²

It is the duty of the delegates to keep their respective agencies and synods informed as to the program and needs of Lutheran Charities and to make the wishes of their groups known to Lutheran Charities in turn. The delegates nominate and elect the directors who are to represent their group on the board of directors which manage and administer the day by day work of the federation; engage and direct the executive director who is responsible for the employment and supervision of the staff, and for carrying out the program.³ The Constitution provides for equal representation of the various synodical groups on the board of directors. There are twenty-one members on the board, seven of whom are elected each year for terms of three years.⁴

2 Constitution of Lutheran Charities of Chicago, Art. V, Sec. 1.

3 Annual Report of Lutheran Charities of Chicago, 1949.

4 Constitution of Lutheran Charities of Chicago, By-Laws, Art. II, Sec. 1-3.

The program of Lutheran Charities falls into six categories. These categories consist of public relations, budgeting, planning and coordinating, program building, common services, and joint projects.

Organization-wise it is divided among divisions, departments and projects. The program of the divisions is presented below, while that of the departments and projects will be described in the following chapters.

DIVISION

Planning, coordinating and program building is done on the division level. The division is composed of the care of the aged, child care, hospice homes or residence clubs, and hospitals.

During the embryonic development of Lutheran Charities, committees were organized to function in the areas now covered by the division heading. In 1943, these committees were translated into divisions consisting of child care, care of the aged, hospices and hospitals, as part of the plan to carry out the recommendations of the Budget Committee of the Community Fund which suggested that Lutheran Charities should "act as a strong planning and coordinating agency."⁵ The program is worked out whereby each division meets regularly to coordinate planning, to set up mutual services, and to counsel with one another.⁶

⁵ Minutes of Board of Directors of Lutheran Charities of Chicago, July 19, 1943.

⁶ Ibid.

Divisions are composed of the executives and case work supervisors of the member agencies and this group meet monthly in the child care, and care of the aged divisions, less frequently in the other divisions.⁷

Through these meetings with the director of Lutheran Charities, and the agencies, assistance is given the agencies in reorienting and strengthening their programs, reorganizing board structures and function to increase efficiency, and revamping administrative procedures to the same end.⁸

CARE OF THE AGED

The care of the aged division was organized in May, 1940, as the Committee on Old Peoples's Home.⁹ At that time there was no official representation on the Lutheran Charities Board from each Old People's Home. Later, however, representatives were appointed to the committee from the agencies or institutions giving care to the aged. It was believed this would facilitate more interest and active participation by these Homes in the work of the Lutheran Charities.¹⁰

7 Annual Report of the Central Administrative Office, Lutheran Charities of Chicago, 1944.

8 Annual Report of Lutheran Charities of Chicago, 1948.

9 Minutes of Board of Directors meeting, May 7, 1940.

10 Minutes of Board of Directors meeting, April 7, 1942.

In 1944, the Welfare Division of the National Lutheran Council, recommended that Lutheran Charities plan frequent meetings of the homes for the aged to study ways and means of giving social service and foster home care to the aged.¹¹ Lutheran Charities gave help to the member agencies in working out this recommendation. Major attention was given to the development of programs for the chronically ill, boarding homes for the aged, and social service in the homes for the aged.¹²

While major attention was given to the above cited program other planning was being considered. It was suggested by the representatives within this division that only through a multiple service program for the aged could the aged be given adequate care. Therefore, late in 1950, a recommendation was made outlining a four-fold emphasis. This was to include:¹³

- (a) Advisory service to congregations alerting them to the needs and resources for the aged and encouraging them to establish gold age groups for those aged within their midst.
- (b) Casework, counseling, and foster home service to those with emotional and psychological problems.
- (c) A nursing home program for the chronically ill and senile.
- (d) An institutional program for those not serviceable through foster homes.

¹¹ Survey Lutheran Welfare Needs and Services, City of Chicago and State of Illinois, March, 1944.

¹² Annual Report of Board of Directors, 1950.

¹³ Minutes of Care of the Aged Division, December 13, 1950.

CHILD CARE DIVISION

The Child Care Division was organized in May, 1940, as the Child Care Committee, and was composed of directors of Lutheran Charities.¹⁴ This committee at first functioned as a liason between the member agencies in the child care field, and the contributing organizations, such as Community Fund, in an attempt to work out more satisfactory budget procedures and financial arrangements for the member agencies. Representatives from the member agencies were later appointed to serve on this committee as a means of securing more active interest by the agencies expanding the function of the child care committee which was later renamed the Child Care Division.¹⁵

Regular meetings are held by the Division in which matters concerning member agency's policies and procedures are reviewed, with revisions recommended, aimed at improving the service given to children, and the improving of other services. Some of the matters undertaken by the Division consisted of the development of the Child Guidance Clinic, which later became a project of Lutheran Charities; definition of Lutheran responsibility toward Lutheran children; establishing a working relationship and improving this relationship with the Family Court; and sharpening Lutheran Charities' referral service to member agencies and other community resources.¹⁶

14 Minutes of Board of Directors meeting, May 7, 1940.

15 Minutes of Board of Directors meeting, April 7, 1942.

16 Annual Report of Lutheran Charities of Chicago, 1950.

HOSPICES

Traditionally, the Lutheran hospice in Europe was conceived to be a service which aimed to provide temporary shelter for the traveler. In this country many hospices were established but most have allowed their program to drift away from the original purpose of their founding. Many of them have become more or less long time residence boarding clubs for women who might be coming to the city for employment or study. As such they have served little more than to provide housing accommodations.¹⁷

Lutherans were becoming more aware of the need to change the type of service and were working toward the end of encouraging directors of the hospices to return to the original purpose of the hospice but at the same time to implement that objective with a casework staff and other services. In so doing they would be providing a much needed community service.¹⁸

This goal was not accomplished, with the result the four hospices served by Lutheran Charities continue along the original lines, giving working women a more or less permanent shelter, with no direct casework service available to them.

Lutheran Charities became more pressed to locate placements for adolescent girls, especially as Lutheran institutions geared to the needs of the younger child found it more difficult to handle the teen-age child.

17 Annual Report of Lutheran Charities of Chicago, 1949.

18 O. H. Pannkoke and Henry Whiting, "Lutheran Welfare - Its Ethics, and Program," 1948, 41-42. [An unpublished paper]

Therefore, in 1950, a recommendation was made that Lutheran Charities investigate the possibility of utilizing the hospices for care of adolescent girls. Lutheran Charities approached two of the hospices with this recommendation and it was decided this matter would need further exploration before any definite action could be taken.¹⁹

HOSPITALS

Hospitals constitute an important type of social service of the churches. Many communities in America depend upon hospitals established and operated under religious auspices. From the beginning most of these hospitals were intended to serve the needs of the general community. That being the case, they have from the first been able to request and secure general community support. Many church hospitals maintain schools of nursing and increasingly social service departments are being developed with medical and psychiatric social workers. A major development is the use, as chaplains, of clergy who have the use of religion as a resource in mental and physical illness.²⁰

19 Minutes of Child Care Division meeting, March 8, 1950.

20 Russell H. Kurtz, ed., Social Work Year Book, New York, 1947, 355-357.

There are four Lutheran hospitals in Chicago which affiliated with the Lutheran Charities in 1947, and whose programs are developed along the lines mentioned above with the exception of a social service department.²¹ None of these hospitals have a social service department. In instances where the hospital felt social service was needed for a Lutheran patient, Lutheran Charities was contacted. The social service department of Lutheran Charities then made a referral to a member agency with the request that the patient be considered for social service planning and help.²²

This procedure was thought to be inadequate by the National Lutheran Council which recommended:²³

A well organized medical social service department in the Lutheran hospitals is presented as a goal for early achievement. A section on hospitals if formulated within Lutheran Charities could profitably meet with other Lutheran welfare organizations for the discussion of these and related problems.

While the bulk of the work of Lutheran hospitals does not come under the head of welfare work these hospitals give gratis medical service to the Lutheran children and aged under care of the agencies affiliated with Lutheran Charities.²⁴

21 Annual Report of Lutheran Charities of Chicago, 1948.

22 Ibid.

23 Survey Lutheran Welfare Needs and Services, City of Chicago and State of Illinois, March, 1944.

24 Annual Report of Lutheran Charities of Chicago, 1946.

Even though these hospitals give free hospitalization to clients of Lutheran agencies they have not formally organized through Lutheran Charities for common planning, coordination of program and services, and improving standards of service in order to carry out a more integrated program with Lutheran Charities.

Lutheran Charities, as has been noted, is a council of Lutheran welfare agencies in the Chicago area. Representation on this council is derived from a complex synodical arrangement within the Lutheran denomination. Those individuals who are properly appointed from their respective synodical groups serve as delegates in the corporation known as Lutheran Charities. A board of directors is appointed by these delegates for a specified term of office.

The board of directors at first served on various committees which were later translated into Divisions. These Divisions are composed of the agencies representing the care of the aged, child care, hospices and hospitals.

The purpose of the Divisions with the cooperation of member agencies is to facilitate planning, coordinating, and program building among the member agencies.

CHAPTER IV

THE DEPARTMENTS

OF

LUTHERAN CHARITIES

The program of Lutheran Charities is accomplished on three distinct levels of operation; the divisions, departments and joint projects.

This chapter deals with the work of three departments, social service, displaced persons, and public relations. It is through the departments that the day by day work of Lutheran Charities is administered. There is a fourth department which will be mentioned here only briefly.

BUDGETING DEPARTMENT

The budgeting department of Lutheran Charities works with the member Lutheran agencies which participate in the Community Fund. Lutheran Charities reviews the budgets, prepares them for presentation to the Community Fund, secures the allocations and disperses the money each month to the cooperating agencies. Lutheran Charities also receives the monthly financial report of the member agencies, presents these in a combined report, and takes care of all matters arising out of the relationship of Lutheran agencies to the Community Fund.¹

1 Annual Report of Lutheran Charities of Chicago, 1950.

SOCIAL SERVICE DEPARTMENT

The social service department was organized in 1944 when a person was obtained whose position was entitled the Social Service Secretary.² This addition to the Lutheran Charities staff marks the beginning of the development of the social service department.

The functions of the Social Service Secretary were not clearly outlined at the beginning although the Secretary's main role, the first few months, centered around the clearing of referrals made directly to Lutheran Charities.³ The following year other functions were added. The department was to be available for consultation with the Executives of the agencies of the Federation in matters concerning welfare programs and planning. The supervision of casework services was to be given to agencies which did not have a casework supervisor or where such supervision was requested.⁴

The matter of a referral service became an important function of this department since there was a need for this type of service. This was brought to the attention of representatives of member agencies by the Executive Director of Lutheran Charities who advised that confusion existed in the minds of people in regard to the various synods. It was hoped someday

2 Minutes of Board of Directors Meeting, November 19, 1944.

3 Minutes of Board of Directors Meeting, March 17, 1945.

4 Annual Report of Lutheran Charities of Chicago, 1946.

Lutheran Charities would have a central intake for all Lutheran referrals, and thus eliminate the confusion of referrals by lay people and other social agencies.⁵

The recommendation for a central intake through Lutheran Charities for applications for service did not materialize at that time. The member agencies had to be in agreement among themselves as to their willingness to have Lutheran applicants channeled through the Lutheran Charities for disposition to the proper Lutheran resource. A step in this direction came when Lutheran Charities was requested to clear referrals on cases of children who were to be placed in a foster home from an institutional placement and vice versa, if both the referring agency and accepting agency were within the Lutheran group.⁶ Later, all the member agencies agreed to clear private cases through the social service department of Lutheran Charities in order to eliminate duplication of services.⁷

Lutheran Charities had obtained the consent of the member agencies, by 1948, to serve as the clearing agency for all applications for service made to the various Lutheran agencies. The social service department was to handle these referrals in order to avoid duplication of services, to provide the type of service best suited to the applicant, and to obtain adequate

⁵ Minutes of Meeting of Lutheran Charities Child Care agencies, November 24, 1944.

⁶ Minutes of Child Care Division Meeting, December 11, 1946.

⁷ Minutes of Child Care Division Meeting, October 8, 1947.

information on cases.⁸

Special referral procedures were initiated by the social service department for the use by the member agencies. These were as follows:⁹

(a) All cases should be referred and applications should be directed to Lutheran Charities to:

1. Clarify religious affiliation.
2. Determine type of service indicated.
3. Refer to suitable agency equipped to render service needed.

(b) When a child under the care of a Lutheran agency is in need of a change of placement, that agency shall:

1. Furnish the Lutheran Charities with a case summary in duplicate, with sufficient data to enable the social service secretary to arrive at a decision as to the disposition of the case.
2. Where change of guardianship is involved the referring agency shall include a letter addressed to the Juvenile Court asking that guardianship be transferred.
3. The social service secretary will then contact the agency concerned to ascertain whether it will accept the referral and when placement can be made.
4. When agencies with only institutional programs have a child available for an adoptive placement, referral for placement should be channeled through Lutheran Charities.
5. When resources for replacement are not available it is the responsibility of the social service secretary to work out a plan in consultation with the referring agency.
6. Where consultation fails to reach an agreement the matter shall be referred to the Lutheran Charities Children's Division for a decision. The agencies involved are to accept this decision.

8 Annual Report of Lutheran Charities of Chicago, 1948.

9 Ibid.

During the first few months of operation the social service department accepted only children's cases. However, it became apparent that there were a number of persons with family welfare and other types of social welfare problems who could benefit from social service by Lutheran Charities.¹⁰ Early in 1945 the social service department expanded its facilities to include those seeking service in the area of family welfare.¹¹

The results of this expansion of service is shown in the fact that during the period from 1945 through 1950, the number of persons seeking family welfare services steadily increased until there were more requests of this nature than there were for child care services. In 1945, there was a total of 454 cases in contact with the social service department. A breakdown of this number showed 394 child care cases, and sixty family welfare cases.¹² In 1950, there was a total of 831 cases in contact with the social service department. There were 367 child care cases, and 464 family welfare cases.¹³

With the expansion of service came the realization that a definition was needed in terms of what constituted a Lutheran case. The Executive Director of Lutheran Charities attempted to clarify this matter

10 Minutes of quarterly meeting of Board of Directors, November 28, 1944.

11 Minutes of Board of Directors, February 26, 1945.

12 Annual Report of Lutheran Charities of Chicago, 1946.

13 Bulletin of Lutheran Charities of Chicago, February, 1951.

for the Child Care Division by stating "the Lutheran philosophy of giving is based on the feeling that Lutherans have an obligation towards anyone who turns to them for help, but that Lutherans have a special obligation towards those of the Lutheran faith. The decision therefore whether or not to accept a case should be based on priority."¹⁴ On the basis of this statement a classification in order of priority was incorporated into the policy of the social service department as follows:¹⁵

- (a) Those persons who have a direct connection with the Church, such as Church membership or Sunday School membership.
- (b) Those persons who have been baptized and/or confirmed in the Lutheran Church but at present are not members of any church.
- (c) Those persons who are of Lutheran background but who have had no connections with a Lutheran congregation and who are not affiliated with any other church group.

This expansion of service into the family welfare field made it necessary to consider obtaining additional social service secretaries who could handle the cases in the child care field, family welfare field and the displaced persons program. These services at first were under the guidance of one secretary. By the end of 1950 Lutheran Charities had obtained two additional social service secretaries each of whom would be responsible for only one field of service.

¹⁴ Minutes of Child Care Division Meeting, May 10, 1950.

¹⁵ Ibid.

The family service field was organized late in 1950 as a separate function within the social service department to help families in need to understand the true nature of their problems, to make readily available to them the many assistance resources and social services in the community, to provide emergency help, and to give Christian counsel in family difficulties so that families might maintain themselves in dignity and self-respect.¹⁶

The social service secretary in this field has a two-fold responsibility which provides for:¹⁷

- (a) Consultation service to families who need help.
- (b) Referral to public and community resources for assistance and arranging for service.

DISPLACED PERSONS DEPARTMENT

The second department to be discussed here is the displaced persons department which is a relatively recent addition to the Lutheran Charities program.

This department began in 1948 when Lutheran Charities was appointed to act as the Lutheran Resettlement Committee serving all Lutheran groups in Illinois. The appointment was made by the Emergency Committee of the Lutheran Church, Missouri Synod, and the Welfare Division of the National Lutheran Council.¹⁸

¹⁶ Annual Report of Lutheran Charities of Chicago, 1950.

¹⁷ Ibid.

¹⁸ Minutes of Board of Directors Meeting, October 13, 1948.

This appointment was made at the time the United States Government passed the Displaced Persons Act authorizing entry of 204,000 displaced persons into this country.¹⁹ It was estimated that of this number eighty per cent were of Christian background, and of the Protestant group about four-fifths were of Lutheran faith which brought the number of Lutheran displaced persons to forty thousand.²⁰

The expense involved in maintaining this department is not borne by Lutheran Charities although the department is directly responsible to Lutheran Charities for its internal functioning. The arrangement was authorized whereby forty per cent of the cost is assumed by the Missouri Synod, and sixty per cent is assumed by the National Lutheran Council.²¹

The department labored for almost two years under the handicap of not having a full time employee who could handle the requests for service. It was recognized by Lutheran Charities that if an adequate service was to be rendered throughout Illinois a person should be in charge to supervise the program on a daily basis. Therefore, in the Fall

19 Displaced Persons Act, Public Law 774, 80th Congress, June 25, 1948, Secs., 2-3.

20 Bulletin of Lutheran Charities of Chicago, December, 1948.

21 Correspondence addressed to Lutheran Charities from Department of Publicity and Missionary Education of the Lutheran Church, Missouri Synod, February 4, 1949.

of 1950, a full time social service secretary was obtained.²²

Under the leadership of the social service secretary a program was initiated which includes the following duties:²³

- (a) Promoting and securing assurances.
- (b) Supervising resettling of displaced persons in Illinois.
- (c) Replacing a displaced person who does not adjust to first placement and/or desires a change in employment.
- (d) Securing new sponsors in the place of sponsors who are unable to follow through on their assurances.
- (e) Giving temporary emergency care to the displaced person who is enroute to other sections of the country.
- (f) Providing needed health and welfare services to the displaced person settled in Illinois.

This department has the cooperation of the Department of American Missions, which gives spiritual care to the displaced person; of the down-state pastors and committees; and, Chicago business men and local Latvian and Estonian relief societies.²⁴

22 Minutes of Board of Directors Meeting, September 13, 1950.

23 Annual Report of Lutheran Charities of Chicago, 1950.

24 Annual Report of Lutheran Charities of Chicago, 1950.

Although the majority of the Illinois displaced persons are from Latvian and Estonian background, other nationalities represented are of Lithuanian, Hungarian, Czechoslovakian, Polish and Ukranian backgrounds.²⁵ Eight hundred and twenty-five individuals had been resettled in Illinois by the end of 1950.²⁶

PUBLIC RELATIONS DEPARTMENT

One of the objectives of Lutheran Charities is to present the Lutheran Charities program to the community and represent the Lutheran agencies in their relations to the Community Fund of Chicago and other similar organizations.²⁷

In order to fulfill this objective a distinct department was organized in 1945 and is known as the public relations department.²⁸

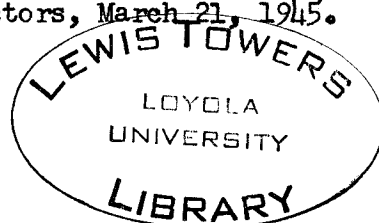
The public relations department is to secure better understanding fuller acceptance, and increased support for the Lutheran welfare program in Illinois. To this end, Lutheran Charities keeps in contact with and participates in the activities of community welfare agencies; governmental bodies on the city, county, and state levels; civic organizations related

25 Minutes of Board of Directors Meeting, January 8, 1951.

26 Ibid.

27 Annual Minutes of Board of Directors Meeting, March 6, 1938.

28 Annual Report of Board of Directors, March 21, 1945.



to welfare work; and seeks support from the Community Fund, various foundations, and other sources of financial assistance for charitable work.²⁹

One of the outstanding accomplishments of Lutheran Charities is the recognition secured in 1947, on a national level, of Lutheran welfare as an entity distinct and separate from general Protestant welfare.³⁰ As a result, throughout the welfare field, four categories are now recognized, Catholic, Jewish, Lutheran, and other Protestant.³¹

29 Annual Report of Lutheran Charities of Chicago, 1950.

30 Annual Meeting of Board of Directors, February 25, 1947.

31 Recognition was given to Lutheran welfare as a separate entity at the Great Lakes Institute in 1948, when a session was included on Lutheran welfare. For a report on this topic see the Proceedings of the Great Lakes Institute of the Community Chest and Council of America, 1949, Community Chest and Council of America, Inc., New York.

CHAPTER V

THE CHILD GUIDANCE CLINIC

OF

LUTHERAN CHARITIES

Lutheran Charities is serving quite a different type child from the "orphan" of yesterday. Most of the children served are not orphans due to the death of the parents. Usually the home is broken by an inadequacy or even delinquency of one or both parents. None of the agencies affiliated with Lutheran Charities have as yet geared their programs to offer direct casework service to families or children in their own homes. Occasionally this has been attempted at the point of intake but then if it was indicated that the child should not be removed from his home but long term casework service was the plan a referral has been made to a non-Lutheran family service agency which is equipped to give this kind of aid. However, when the home is broken the child of Lutheran background is most always cared for outside his own home in either an institution or a foster home. When this occurs he must experience a separation from his parents.

This is a traumatic experience for all children and as a result they are usually disturbed. This disturbance is usually manifested in symptomatic behavior. Caseworkers must attempt to understand the needs of

these children, many of whom require psychiatric treatment. Caseworkers, therefore, have become more diagnostic in their approach to these children.

Foreseeing this more diagnostic approach in the area of service to children, the six children's agencies affiliated with Lutheran Charities organized the Child Guidance Project, later named the Child Guidance Clinic. In the organizational structure of Lutheran Charities the Clinic remained a project.

The groundwork for the Clinic was laid early in 1945, when the director of Lutheran Charities was given the task of exploring the possibility of obtaining personnel for this project.¹ A psychologist, who was Lutheran, was contacted, and agreed to give assistance in organizing this project. The psychologist recommended that the project be centered around a psychiatric social worker, using a psychologist and a psychiatrist only in a consultative capacity. This would result in a more economical and smoothly functioning program. The psychologist agreed to give one afternoon a week for testings and consultation with the caseworkers of the children's agencies. The service was to cost Lutheran Charities twenty-five dollars per diem.²

Throughout the summer of 1945, the psychologist engaged in testing children referred to Lutheran Charities. The cooperating children's agencies made use of the service and cooperated in referring

1 Minutes of meeting of Child Care Agencies, January 19, 1945.

2 Minutes of Meeting of Lutheran Child Care Agencies, May 18, 1945.

those children for whom help was needed. The psychologist outlined a program, submitting it to the child care agencies, with the view of improving the type of service to be given in the coming year. It was recommended that there be further consultation with the psychologist; a psychiatric social worker be secured; a committee be appointed to study the community resources available for testing, showing whether or not they were adequate; records be kept of all cases referred for examination during a six month period, effective October 1, 1945; and, records be kept of behavior problems presented on which advice would be helpful.³

These recommendations were approved and shortly afterwards a plan was instituted which was to function for a trial period of three months beginning January 1, 1946. The child care agencies were to decide after this period if the child guidance project should be continued.⁴ Included in this plan was the psychologist's role which was two-fold. First, he would give direct treatment to children having behavior problems; and, second, he would be a consultant for social workers from the child care agencies needing help with disturbed children.⁵ The financial arrangement was approved whereby the three larger child care agencies would contribute

³ Minutes of Meeting of Lutheran Child Care Agencies, August 21, 1945.

⁴ Minutes of Meeting of Lutheran Child Care Agencies, November 16, 1945.

⁵ Ibid.

fifty dollars each, and the three smaller agencies would contribute \$16.66 each. These amounts were to underwrite the cost of this service during the three month period.⁶

It was recognized by the agencies that if this project was to be continued following the trial period, additional funds would be needed. Therefore, the representatives from the agencies agreed to study ways and means of further financing the project since there was no hope at that time of securing additional funds from the Community Fund.⁷

At the same time, Lutheran Charities attempted to acquire status for the Clinic on a community level by attempting to get the Juvenile Court to recognize as valid the results of the psychological testings given to children who were wards of the Juvenile Court and under care of a Lutheran agency. No official action was taken on this matter by the Juvenile Court.⁸

Following the three month trial period it was noted that fifteen children were examined of whom three were in need of psychiatric help. Guidance follow-up was needed on one half the cases.⁹ On the basis of these findings the child care division, composed of representatives of the

6 Ibid.

7 Minutes of the Child Care Division Meeting, December 21, 1945.

8 Minutes of Child Care Agencies Meeting, August 21, 1945.

9 Minutes of Meeting of Child Care Division, May 17, 1946.

child care agencies, decided to continue this service four months longer. The following month, June, 1946, the board of directors voted to make the child care project a permanent service of Lutheran Charities and to consider obtaining a psychometrist and a psychiatrist as recommended by the psychologist who again indicated this would result in more efficient service.¹⁰ A psychometrist was obtained in the Fall of 1946.¹¹

With the expansion of child guidance clinics throughout the country, and the growing incorporation of psychoanalytical concepts by caseworkers in developing casework skills it became more apparent to Lutheran Charities that caseworkers could give more intensive service to disturbed children if they had consultative service with a psychiatrist. The problem existed of obtaining a psychiatrist who was both qualified in his field and a Lutheran. A psychiatrist was found who met these requirements and he joined the staff of the clinic in the Fall of 1948.¹²

The Advisory Committee for the child guidance clinic was organized in June, 1950, to represent the agencies which finance and utilize the clinic. The Executive Director of Lutheran Charities, who has direct responsibility for the administration of the clinic, defined the function of the Advisory Committee to be that of the policy making and

10 Minutes of Meeting of Child Care Division, June 21, 1946.

11 Minutes of Child Care Agencies Meeting, January 19, 1947.

12 Minutes of Meeting of Board of Directors, September 8, 1948.

supervisory body, and the liason between the child guidance clinic and the child care division.¹³

This Committee is composed of one representative from each of the six member agencies which support the clinic; and the Lutheran Charities representative for the child care division. It was planned that the clinic social worker would attend committee meetings and bring back to the clinic staff the committee's recommendations for any changes in the operation of the clinic.¹⁴

With the coming of the psychiatrist there arose the necessity for clarifying the roles of both the psychiatrist and psychologist in terms of what type of service each would be giving. It was decided that the psychologist would give psychometric examinations and on the basis of the findings would give consultant service with respect to problems with children and adolescents in areas of mental ability, educational achievement and curriculum and related fields of aptitude, interests and personality.¹⁵

The psychiatrist would make two services available.¹⁶

(a) If the problems were centered in the child then the child, worker and any other person important in the child's environment would be seen by the psychiatrist. With the diagnosis of the situation the worker would be given a tool with which to work in changing the environment to meet the child's special needs.

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

14 Ibid.

15 Minutes of Child Care Division Meeting, October 14, 1948.

16 Ibid.

(b) Consultation service was available for the caseworker if difficulties were encountered by the caseworker in working with the children.

These two services were conducted for nearly two years by the psychiatrist and psychologist without further redefining of roles although it became more apparent, due to increased service demands by the child care agencies that a qualified psychiatric social worker should be engaged to handle the increased number of referrals. The Advisory Committee began planning toward the time when a social worker would be added to the staff and in view of this the Committee adopted a four-point outline describing the duties of the social worker in terms of the clinic function and its use by the child care agencies. The duties of the social worker, as described in the policy, were:¹⁷

(a) To carry some cases for the agencies.

1. Those in the early stages of admission to determine the degree of disturbance of children and parents and assistance in determining planning goals.
2. For those situations not indicating child placement but diagnosis and treatment, which may come directly to Lutheran Charities or from one of the child care agencies and which, because of close connections with the Church, would experience difficulty in transfer to a Family Agency.
3. For Casework with disturbed adolescent children placed in other agencies, for example, the Mary B. Clubs.

(b) To check applications and developmental and social histories sent by the child care agencies and take responsibility for having adequate material for the use of the child guidance staff.

17 Minutes of Child Guidance Advisory Committee, June 14, 1950.

(c) To be available to agency workers for interpretation of program, recommendations, and for questions arising in casework treatment.

(d) To have responsibility for internal administration of the child guidance clinic.

The child guidance clinic limits its service to those cases under direct care of the child care agencies and/or those cases which are currently being considered for care. Private Lutheran families may occasionally use the clinic service but when this occurs the families are charged a sliding scale fee.¹⁸

The primary purpose of the clinic, which was not clearly defined until four years after the clinic project was begun, is considered to be that of working with the professional personnel of child placement agencies in the prevention and amelioration of emotional and behavior disorders in children.¹⁹

To what extent the clinic objective was being fulfilled can be shown in a perusal of the work of the clinic from the standpoint of the number of children brought in for interviews and the type of the examinations which are found to be necessary. The following figures summarize the service given in 1950.²⁰ Sixty-five different children were seen, and of these, nineteen received only psychological testing, five received only psychiatric examinations, and forty-one received both psychological and psychiatric examinations. A total of 102 interviews were conducted

18 Minutes of Child Care Division Meeting, November 13, 1949.

19 Minutes of Child Care Division Meeting, June 19, 1949.

20 Minutes of Child Care Division Meeting, January 18, 1951.

throughout 1950.

In addition to interviewing each child, the caseworker who referred the child was also seen and in some instances the foster parent or parents were interviewed. Therefore, the total of 102 interviews represented contact with at least two or three persons during each interview.²¹

Infants and children to three years of age were not included in the above figures since this group was tested by a psychologist who was not directly attached to the clinic. Only children three years of age and over were given appointments for clinic examinations. There were twenty-one children under three years of age tested in 1950 by this psychologist.²²

In summary, it has been noted that the child guidance project of Lutheran Charities developed out of an awareness that children have their own problems with which they need help. In order to give this help and to raise standards of child care the member child care agencies affiliated with Lutheran Charities requested Lutheran Charities to organize a child guidance clinic service which could be used cooperatively by these agencies. Such a service was begun early in 1945. Its development was slow but progressive and by the end of 1950, the clinic staff consisted of a psychiatrist, psychologist, and psychometrist. Plans had been made also by that time for the addition to the clinic staff of a psychiatric social worker.

21 Ibid.

22 Ibid.

BIBLIOGRAPHY

1. PRIMARY SOURCES

A. ASSOCIATION REPORTS

Annual report of the Board of Directors, March 21, 1945.

Annual report of the Board of Directors, 1950.

Annual report of the Central Administrative Office, Lutheran Charities of Chicago, 1944.

Annual report of Lutheran Charities of Chicago, 1946.

Annual report of Lutheran Charities of Chicago, 1948.

Annual report of Lutheran Charities of Chicago, 1949.

Board report of the Emergency Welfare Fund of Cook County, October 1, 1932.

Constitution of Lutheran Charities of Chicago, Art. V, Sec. 1.

Constitution of Lutheran Charities of Chicago, By-Laws, Art. II, Sec. 1-3.

Meeting of the members of the proposed Lutheran Charities Council, January 21, 1935.

Minutes of the Associated Church Charities of Chicago, Board of Directors, December 21, 1934.

Minutes of the Board of Directors of the Community Fund, July 20, 1944.

Minutes of the joint meeting of the Chicago Lutheran Council, Lutheran Charities Council, and the representatives of the Lutheran agencies, May 25, 1938.

Minutes of the Lutheran Charities of Chicago meeting, November 5, 1936.

Report to the Lutheran Charities Council by Council chairman, October 27, 1936.

B. BOARD REPORTS

Meeting of the Board of Directors, November 17, 1936.

Annual meeting of the Board of Directors, March 6, 1938.

Minutes of the Board of Directors meeting, May 6, 1939.

Minutes of the Board of Directors meeting, June 5, 1939.

Minutes of the Board of Directors meeting, March 4, 1940.

Minutes of the Board of Directors meeting, May 7, 1940.

Minutes of the Board of Directors meeting, September 3, 1940.

Minutes of the Board of Directors meeting, October 8, 1940.

Minutes of the Board of Directors meeting, November 6, 1940.

Minutes of the Board of Directors meeting, April 7, 1942.

Minutes of the Board of Directors of Lutheran Charities
of Chicago, July 19, 1943.

Quarterly meeting of the Board of Directors, September 17, 1943.

Minutes of the Board of Directors meeting, April 10, 1944.

Minutes of the Board of Directors meeting, November 19, 1944.

Minutes of the quarterly meeting of Board of Directors, November 28, 1944.

Minutes of the Board of Directors meeting, March 17, 1945.

Minutes of the Board of Directors meeting, February 26, 1945.

Annual meeting of the Board of Directors, February 25, 1947.

Minutes of the Board of Directors meeting, September 8, 1948.

Minutes of the Board of Directors meeting, October 13, 1948.

Minutes of the Board of Directors meeting, September 13, 1950.

Minutes of the Board of Directors meeting, January 8, 1951.

C. COMMITTEE REPORTS

Minutes of the Care of the Aged Division, December 13, 1950.

Minutes of the Child Care Agencies, January 19, 1945.

Minutes of the Child Care Agencies, January 19, 1947.

Minutes of the Child Care Division, December 21, 1945.

Minutes of the Child Care Division, May 17, 1946.

Minutes of the Child Care Division, June 21, 1946.

Minutes of the Child Care Division, December 11, 1946.

Minutes of the Child Care Division, October 8, 1947.

Minutes of the Child Care Division, October 14, 1948.

Minutes of the Child Care Division, June 19, 1949.

Minutes of the Child Care Division, November 13, 1949.

Minutes of the Child Care Division, March 8, 1950.

Minutes of the Child Care Division, May 10, 1950.

Minutes of the Child Care Division, January 18, 1951.

Minutes of the Child Guidance Advisory Committee, June 14, 1950.

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

II. SECONDARY SOURCES

A. BOOKS

Kurtz, Russell H., ed., Social Work Year Book, New York, 1947.

Mead, Frank S., Handbook of Denominations, New York, 1951.

B. PAMPHLETS

Bulletin of Lutheran Charities of Chicago, Vol. IV, No. 3,
December, 1948.

Bulletin of Lutheran Charities of Chicago, Vol. VI, No. 1,
February, 1951.

Proceedings of the Great Lakes Institute of the Community Chest and
Council of America, New York, 1949.

C. ARTICLE

Witte, Edgar F., "Goals of Lutheran Welfare in the Community,"
Lutheran Welfare at the Mid-Century, New York, 1950, 102-104.

D. DOCUMENT

Displaced Persons Act, Public Law 774, 80th Congress, June 25, 1948,
Secs. 2-3.

E. UNPUBLISHED PAPERS

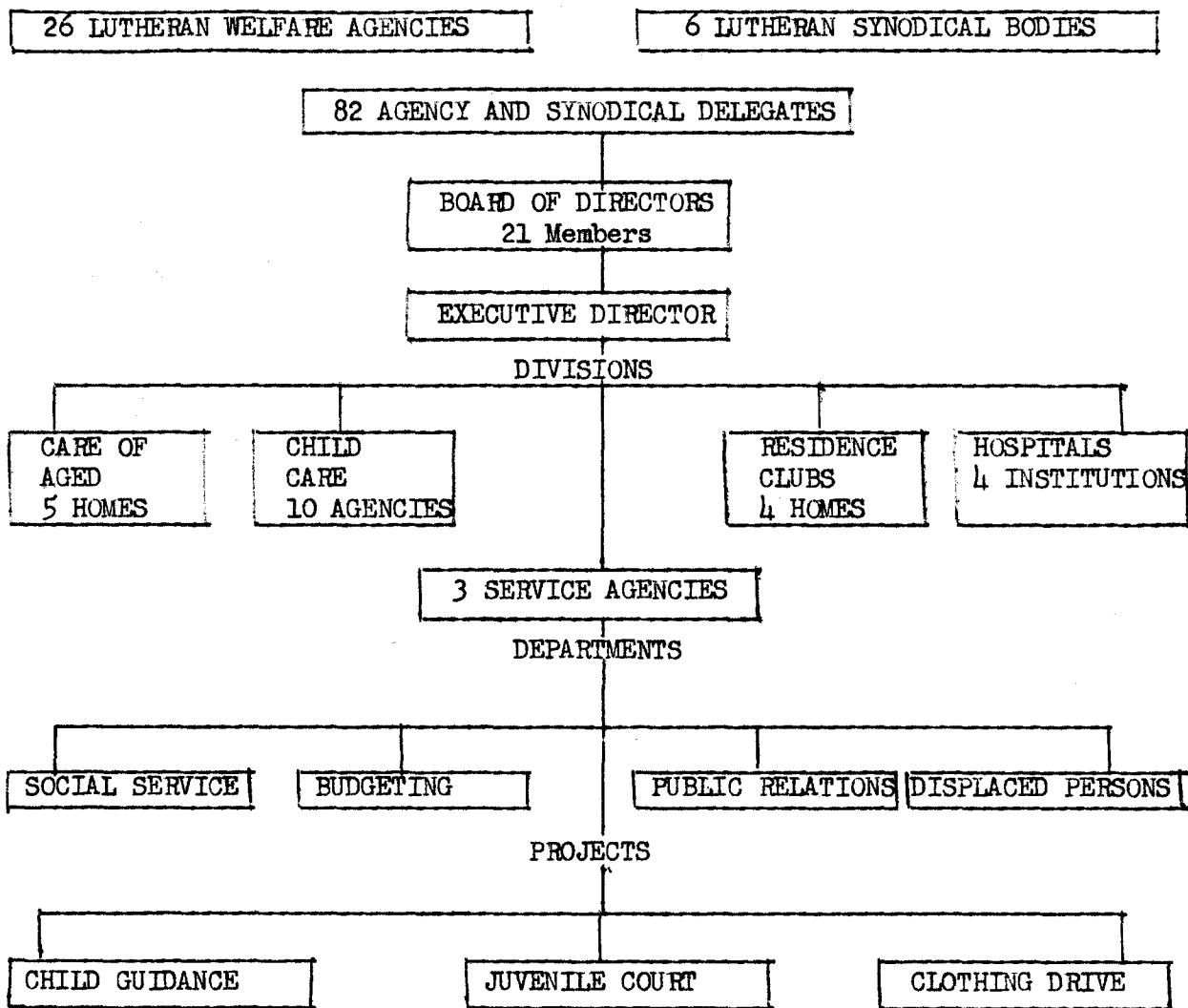
Pannkoek, O. H., and Whiting, Henry, Lutheran Welfare - Its Ethics
and Program, New York, 1948, 41-42.

Survey of Lutheran Welfare Needs and Services, City of Chicago and
State of Illinois, a report by the National Lutheran Council,
Department of Welfare, on the unmet needs in the Lutheran
welfare program, March, 1944.

APPENDIX I

LUTHERAN CHARITIES OF CHICAGO

ORGANIZATION CHART



APPENDIX II

CONSTITUTION AND BY-LAWS OF THE

LUTHERAN CHARITIES OF

CHICAGO, ILLINOIS

ADOPTED May 18, 1938

AMENDED September 27, 1943

CONSTITUTION

Preamble

Of all the impulses that stir the human heart, one of the noblest is charity. The care and protection of men, women, and children in distress is a philanthropic work to which the Christian peoples of all ages have dedicated their hearts and hands.

To their cause the Lutheran people of our community have established Christian institutions and agencies of mercy and service, wherein those lacking the essentials of life and growth and those from whom the sunshine of life has faded, may come and receive physical, mental and spiritual assistance.

The Lutheran Church, divided as it is into various synodical bodies within which each in its own order operates its own institutions of mercy, has created in this community a complex system of social welfare service, on which each agency becomes an independent unit in administering to the needs of its particular group.

In order to give all our Lutheran church agencies an opportunity of expression in a representative organization to present the Lutheran charities program to the community and in order to fill an urgent need for further development and cooperation among our Lutheran agencies, the Lutheran Charities of Chicago has been established.

ARTICLE I

NAME AND LOCATION

Section 1. The name of this Corporation shall be the "Lutheran Charities of Chicago" hereinafter referred to as the Corporation or Organization.

Section 2. The Corporation shall have its headquarters in the City of Chicago, Illinois.

Section 3. The Corporate Seal of the Corporation shall have inscribed thereon the name of the Corporation and the word "Seal".

ARTICLE II

OBJECTS

Section 1. The objects of the Corporation shall be:

(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;

(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.

ARTICLE III

Section 1. Membership in the Corporation shall consist of three (3) classes:

1. Agency
2. Synodical
3. Sustaining

Section 2. Agency. Any agency or institution in the Chicago area, directly affiliated with a Lutheran Synod or chiefly supported by Lutherans and performing a recognized social welfare service, shall be eligible to membership and shall be classified as an agency member.

Section 3. Synodical. Any Lutheran Synod, Conference, Circuit or Section thereof, showing interest in the work of this corporation, through its existing agencies or otherwise, shall be eligible to membership and shall be classified as a Synodical member.

Section 4. Sustaining. Individuals, Congregations or organizations thereof or associations showing an interest in the work of this Corporation, shall be eligible to membership and shall be classified as Sustaining Members.

Section 5. Application. All memberships shall be made by application and agreement to support the Constitution and By-Laws of the Corporation, to the Board of Directors for approval.

Section 6. In good standing. All memberships shall be deemed in good standing who have paid their annual dues to the Corporation or made such other financial support recognized by the Board of Directors in lieu thereof.

ARTICLE IV

DUES

Section 1. Membership dues shall be determined by the Board of Directors on an annual basis.

Section 2. The Board of Directors may accept annual contribution from sustaining members in lieu of dues.

ARTICLE V

REPRESENTATION

Section 1. Agency membership shall be represented in the Corporation by three (3) duly elected delegates, one of whom shall be the President of the Agency or other officer thereof, one the Executive Director, Secretary, Superintendent, Manager or similar office, and the other a member selected by the governing board of the Agency.

Section 2. Synodical membership shall be represented in the Corporation by three (3) duly elected or appointed delegates from the Synodical Member.

Section 3. Congregations, Associations or Organizations shall each appoint a representative to act for them. All other memberships shall be represented on an individual basis.

ARTICLE VI

VOTING RIGHTS

Section 1. The right to vote and hold office in the Corporation is restricted to delegates of the Agency and Synodical Members.

ARTICLE VII

AMENDMENTS

Section 1. Amendments to the constitution may be proposed by any delegate at any meeting of the corporation, and the proposed amendments shall be submitted and acted upon at the next meeting of the corporation, and shall become effective, if at least two-thirds ($2/3$) of all delegates present and voting shall ratify the same.

Section 2. A copy of the proposed amendments shall be mailed to each delegate at least ten (10) days prior to the meeting at which the same shall be submitted for ratification.

BY-LAWS

ARTICLE I

MEETINGS

Section 1. Corporate meetings shall be held on the third (3) Monday of February and September in each year. The February meeting shall be the Annual Meeting of the Corporation.

Section 2. Special. Special Meetings of the Corporation may be called by the President, or at the request of five (5) delegates by petition to the Board of Directors.

Section 3. Notice. Notice of the time and place of each meeting and the object of each special meeting shall be mailed to each member of the Corporation at his last known postoffice address at least five (5) days prior to the date of the meeting.

Section 4. Quorum. One fourth (1/4) of the voting membership of the Corporation shall constitute a quorum for the transaction of business at any meeting.

ARTICLE II

BOARD OF DIRECTORS

Section 1. Number. The administration, government and management of the business and property of the Corporation shall be vested in the Board of Directors, which shall consist of twenty-one (21) duly elected members of the Corporation and such honorary or advisory Directors which the Corporation may elect.

Section 2. Tenure. The members of the Board of Directors in office at the time of the adoption of these amended Articles of Incorporation shall continue until the expiration of their respective terms. Commencing at the Annual Meeting of the Corporation to be held in 1945 and thereafter at each Annual Meeting seven (7) Directors shall be elected to succeed those whose terms shall expire in that year who shall hold office for a term of three (3) years or until their successors shall have been elected and qualified.

Section 3. Representation. Directors of the Corporation shall be so chosen that at least fifteen (15) are duly elected delegates of Agency Members. At least two (2) but not more than four (4) of the Directors shall be members of congregations affiliated with each of the following Lutheran Synods:

- The American Lutheran Church
- The Danish Ev. Lutheran Church in America
- The Ev. Lutheran Augustana Synod
- The Ev. Lutheran Synod of Missouri, Ohio, and other States
- The Norwegian Lutheran Church of America
- The United Lutheran Church in America

And at least two (2), but no more than four (4) of the Directors shall be duly elected delegates of non-synodical agencies. In addition to these twenty-one (21) Directors there may be such Honorary or Advisory Directors elected by the Corporation.

Section 4. A Synodical Agency is defined as one whose constitution limits membership to members of congregations affiliated with one or more Lutheran Synods.

A Non-Synodical agency or institution is defined as one whose constitution does not limit its membership to members of congregation affiliated with one or more Synods.

Section 5. Vacancies. If the office of any Director shall become vacant by reason of death, resignation, or inability to act, the remaining Directors may by a majority vote, elect a successor who shall hold office until the next annual meeting of the Corporation.

Section 6. Meetings. The Board of Directors shall hold regular monthly meetings on the third Monday of each month, except during July and August to transact such business as may become before it. The March meeting shall be the Annual Meeting of the Board.

Special meetings of the Board of Directors may be called by the President or by five (5) members of the Board of Directors on five (5) days notice to each Director stating the purpose of the meeting.

Section 7. Notice. Notice of time and place of regular meetings, and the object of each special meeting, shall be mailed to each Director at his last known postoffice address at least five (5) days previous to the date of the meeting, but any meeting of the Board of Directors at which all of the Directors are present or notice of which has been duly waived shall be as valid as if called pursuant to proper notice.

Section 8. Quorum. A majority of all members of the Board of Directors shall be necessary to constitute a quorum for the transaction of business at any meeting.

Section 9. Removal. If any Director shall absent himself from three (3) consecutive meetings of the Board of Directors (unless for good cause shown) or neglect his duties, such Director may, upon a majority vote of the Board, be removed and his office declared vacant.

Section 10. Election of Officers. The Board of Directors shall at the first regular meeting after the Annual Meeting of the Corporation, elect by ballot, from its own membership, the general officers of the Corporation, except the Executive Director, each of whom shall serve for a term of one (1) year and or until a successor is duly elected and qualified.

ARTICLE III

OFFICERS

Section 1. The general officers of the Corporation shall consist of a President; First Vice-President; Second Vice-President; Secretary; Treasurer; and Executive Director. They shall constitute the Executive Committee and shall meet at the call of the President.

Section 2. President. The President shall be the Chief Executive Officer of the Corporation. He shall preside at all meetings of the Corporation and of the Board of Directors. He shall see that all orders and resolutions of the Corporation and the Board of Directors are carried into effect. He shall execute all contracts and agreements as the Board of Directors may authorize. He shall present to the Annual Meeting of the Corporation an annual report of the business of the Corporation, and in general perform all duties incident to, and customarily performed by such officer, and such other duties as may be from time to time assigned to him by the Board of Directors. He shall be an ex-officio member of all committees of the Corporation.

Section 3. First Vice-President. In the absence of the President to act, or in case of the inability of the President to act, the First Vice-President shall have all of the powers and shall perform all of the duties of the President. He shall, also, perform such other duties and have such other powers as may be assigned to him by the Board of Directors.

Section 4. Second Vice-President. In the absence or in case of the inability of the President and the First Vice-President to act, the Second Vice-President shall have all of the powers and shall perform all of the duties of the President. He shall, also, perform such other duties and have such other powers as may be assigned to him by the Board of Directors.

Section 5. Secretary. The Secretary shall cause the minutes to be kept of all meetings of the Board of Directors and of the Executive Committee and the minutes of all meetings of the Corporation in books provided for that purpose by the Corporation. He shall attend to giving and serving of all notices whereby meetings of the Board of Directors and of the Corporation are assembled. He shall be the keeper of the Seal and shall sign, with the President or the Vice-President, in the name of the Corporation, when authorized by the Board of Directors so to do, all contracts and other instruments requiring the Seal of the Corporation, and shall affix the Seal thereto. He shall have charge of such books and records as the Board of Directors may direct. He shall, in general, perform all the duties which are incident to the office of Secretary of a Corporation, subject at all times to the direction and control of the Board of Directors, and shall do and perform such other duties as may, from time to time, be assigned to him by the Board of Directors.

Section 6. Treasurer. The Treasurer shall receive and collect all dues, donations, and other cash paid to the Corporation, and shall keep, or cause to be kept, a full and accurate record thereof. He shall issue, or authorize the giving of, properly controlled receipts for all income

received by him. He shall have custody of all funds and securities of the Corporation. He shall deposit the funds arising therefrom together with all other funds of the Corporation coming into his possession, in such bank as may be selected as the depository of the Corporation, or properly care for them in such manner as the Board of Directors may direct. At each annual meeting of the Corporation, and whenever required by the Board of Directors, he shall exhibit a complete and true statement of his cash account and of the securities and other property in his possession, custody and control. He shall perform all duties which are incident to the office of Treasurer of a Corporation and such other duties as may be from time to time assigned to him by the Board of Directors, subject however at all times to the direction and control of the Board of Directors. The Treasurer shall give bond, in such sum as the Board of Directors may direct for the faithful performance of his duties and for the safe custody of the funds and property of the Corporation coming into his possession, the cost of which bond shall be borne by the Corporation.

Section 7. Executive Director. The Executive Director shall be employed under contract by the Board of Directors and under its supervision shall have direct charge of the operating functions of the Corporation. He shall employ and direct the necessary personnel to carry on the work of the Corporation. He shall perform such duties as may be assigned to him by the Officers of the Corporation, and the Board of Directors. He shall report to the Board of Directors on the operations of the Corporation and make an annual report to the Annual Meeting of the Corporation. He shall be ex-officio member of the Board of Directors and of its standing committees. If the Executive Director is an ordained clergyman he shall retain his status as a Minister of the Gospel.

Section 8. Delegation of Duties. In case of the absence of any officer of the Corporation, the Board of Directors may delegate, for the time being, the duties of such officer to any other officer or to any Director.

ARTICLE IV

STANDING COMMITTEES

Section 1. Standing Committees. The President, with the approval of the Board of Directors, shall appoint annually the necessary standing Committees. Such Committees shall be subject to the control of the Board of Directors, which may assign to them special duties, in addition to those specifically defined.

Section 2. Executive Committee. The Officers of the Board of Directors shall constitute the Executive Committee whose duty it shall be to transact such business as may be referred to it by the Board, subject to the approval of the Board of Directors.

Section 3. Finance Committee. A Committee, consisting of three (3) members of the Board of Directors, one of whom shall be the Treasurer of the Corporation, shall act as advisors to the Board of Directors in safeguarding and investing the assets of the Corporation and to perform such other duties as the Board of Directors may designate.

Section 4. Investigating Committee. A Committee consisting of not less than three members shall investigate, pass on, and make recommendations to the Board of Directors concerning all applications of agencies for membership in the Corporation.

ARTICLE V

NOMINATING COMMITTEE AND NOMINATIONS

Section 1. The President shall, during the month of January of 1945, appoint with the approval of the Board of Directors, a nominating committee of seven (7) duly elected delegates, consisting of one delegate from each synodical group in the corporation and one delegate representing the non-synodical agencies.

Section 2. Beginning with September, 1945 this Committee shall be elected each year by the Corporation at its September meeting.

Section 3. It shall be the duty of this Committee to nominate duly qualified persons for membership on the Board of Directors of the Corporation for those terms which have expired to be elected at the Annual Meeting and to prepare an election ballot.

Section 4. It shall, furthermore, be the duty of this committee to nominate duly qualified persons for membership on the Nominating Committee for the succeeding year to be elected at the September meeting of the Corporation and to prepare an election ballot.

Section 5. Additional nomination for membership on the Board of Directors and for membership on the Nominating Committee may be made from the floor in the meeting in which the election for the respective offices is held, provided however, that such nominations are in conformity with Article II, Section 3, and Article VI, Section of the By-Laws.

ARTICLE VI

AFFILIATIONS

Section 1. The Corporation shall be affiliated with the Associated Lutheran Charities of America and the Lutheran Welfare Conference of the National Lutheran Council in New York which are the representative bodies of the charitable and welfare agencies and institutions of the Lutheran Synods in

America, and shall cooperate with them in developing Lutheran charitable and welfare programs.

Section 2. The Corporation shall be affiliated with the Council of Social Agencies in Chicago which is a representative body for social welfare in the community and shall cooperate with it in a program of developing and standardizing the Lutheran welfare work, agencies, and institutions in this community.

Section 3. The Corporation shall cooperate with the United Charities of Chicago which is a representative body of all Protestant groups in a program for developing the family welfare service of our Lutheran agencies.

Section 4. The Corporation shall also annually apply for endorsement of the Chicago Association of Commerce Subscriptions Investigating Committee.

ARTICLE VII

ENDOWMENTS

Section 1. The Board of Directors shall establish and administer restricted and unrestricted gift and legacy funds as well as an endowment fund. The said funds shall be deposited in separate accounts and shall be under the management and control of the Board of Directors. The funds, or income therefrom, as the case may be, shall be used:

- (a) For special projects of the Corporation designated by the Board of Directors.
- (b) For aid in expanding or developing programs in member agencies.
- (c) For aid in establishing new Lutheran charitable or welfare programs.

ARTICLE VIII

AMENDMENTS

Section 1. Amendments to the By-Laws may be proposed by any delegate at any meeting of the Corporation and the proposed amendments shall be submitted and acted upon at the next meeting of the Corporation, and shall become effective, if at least two-thirds ($2/3$) of all delegates present and voting shall ratify the same.

Section 2. A copy of the proposed amendments shall be mailed to each delegate at least ten (10) days prior to the meeting at which the same shall be submitted for ratification.