ANALYSIS OF THE SERVICES OF THE YOUTH SERVING AGENCIES OF STEUBENVILLE, OHIO, 1948-1949

A Thesis
Presented in Partial Fulfillment of the Requirements for the Degree Master of Arts

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Approved by:
[Signature]
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CHAPTER I

INTRODUCTION

Approximately eighty years ago the first group work agency was established in Steubenville, Ohio. Since then a number of such agencies have developed each with a definite purpose and involving a specific type of service to the community. The work of each is publicized and membership figures are quoted. It is largely on the basis of these figures that the agencies' services are justified. Who are these members? From what parts of the city do they come? Do certain age groups receive more services than others? Are there some economic groups which derive more benefit than others from the community chest funds? Are the programs of the agencies centered in one area more than others? These, and many similar questions appear to be in need of careful consideration.

The Problem

Statement of the problem. It is the purpose of this study of the private agencies of Steubenville, Ohio, (1) to enumerate the actual participating membership of each agency; (2) to identify the areas of service of each agency; (3) to determine to what extent the services rendered are reaching
members of minority groups; (4) to show to what extent various age groups are participating in the agencies' program; (5) and to ascertain what socio-economic groups derive the most benefit from the community chest funds allocated to agencies in this category.

**Importance of the study.** It is generally assumed that the participating agencies in a Community Chest and its contributors are of equal importance in the effective functioning of the enterprise. Agencies are admitted to the chest on the basis of definite qualifications which concern their purpose, standards of service, areas served and need for the services. In this survey an evaluation of each agency will be made and extent of its program will be studied. It is hoped that this will serve as a basis for further planning and the enlargement of program and facilities where the need is indicated. An attempt will also be made to analyze the purpose of the agency and to determine to what extent the agency is serving this purpose. It may also serve to give a clearer picture of the Community Chest of the area of service of each agency and the needs for its services; and, may also give evidence of need for revision of budgetary allocations to the agencies. To the contributors and the general public it should provide a graphic interpretation of figures, which are frequently
unmeaningful. It may further illustrate the need for assistance in conducting an agency's program beyond that provided by monetary means, and furnish specific evidence of the generally recognized need for more adequate staff and facilities. Finally it may serve as a basis for demanding a higher quality of services from an agency.

**Related Studies**

At no time in the history of Steubenville has there been any study made which attempted an evaluation of the work of the group work agencies as a whole. Nor have there been any surveys made providing background data which could have been incorporated into this study. All material other than that obtained from reports of the United States Bureau of the Census was compiled by the writer.

**Sources of Data and Method of Procedure**

Upon the selection of this research topic, the problem was discussed with the president and secretary of the Steubenville Community Chest Council. It was decided that eight group work agencies should be included in the study. Each agency was visited and basic information relative to the function of each agency was secured. The data presented in this report were based on the material obtained from the agency files. The membership data desired included the
member's place of residence, sex, age, race, and religion.

An individual card was prepared for each member participating in the agency program.

This involved much work and was extremely time consuming because many agencies files needed to be brought up to date. Also some difficulty was encountered in the kinds of data desired. It was found that information on file varied with the agency. In one agency there were no records available. The information had to be obtained in this instance directly from the members. In many of the agencies no record was kept of the religious affiliation. The period for which the membership was recorded was May 31, 1948 to June 1, 1949.

Since the total participating membership did not exceed 1500 members for any one agency and each factor was tabulated separately, they served as a control and check against each other in arriving at the total count. When a discrepancy was noted, a recheck was made. Thus, the tables and charts which summarize the data represent a fairly reliable membership analysis for each agency for the time covered by this report. This is of course dependent upon the accuracy of the records used.

A major difficulty encountered in making the study was the lack of population statistics for 1948-1949. The estimated population figures for 1948 according to the Chamber of Commerce are 43,580. This shows an increase of
6,129 persons over the 1940 census figure of 37,651. Since there was such a slight increase in population growth since the last actual count, the 1940 census figures were used as a basis for this study. They were used to compute the services rendered per hundred of the population. The degree of service as applied to each area served is indicated by six ranks: highest, high, above average, below average, low and lowest. The six wards of the city were used as service areas for purposes of comparison.

Another difficulty encountered in making the study was the lack of basic material concerning the community and its background. Conducting these individual secondary researches consumed much additional time.

Data used in all maps, charts and tables in the study were compiled by the writer from agency records and other sources.

For each map the membership of the agency by wards was divided by the 1940 population or estimated 1949 youth population of the respective wards. The calculations were arranged in order from highest to lowest value for each map. Each ward was then classified in each rank: highest, high, above average, below average, low and lowest. The number of members served in proportion to the 1940 population or the estimated 1949 youth population for each ward was recorded on the maps.
For the maps in which the estimated youth population, as a basis for calculation, the youth population was estimated by using the 1940 population figures for each ward as a basis. From these figures, the 1949 registered voters for each ward were subtracted giving the number of possible youth for each ward. The estimated youth population as determined by the writer for the city of Steubenville for 1949 was 17,486. According to statistics obtained from the United States Census for 1940, there were approximately 12,000 youth in Steubenville under 18 years of age. Of this number, 5,773 were boys and 6,277 were girls. Since there were 904 more girls in the 1940 population survey, it was assumed that there would be approximately the same difference in the 1949 figures. This number was divided equally between the wards, and 150 was added to half the total of the estimated youth population for each ward, thus giving the estimated girl population for each ward. The estimated boy population was indicated by subtracting 150 from the total of the estimated youth population for each ward.

These maps are supplemented by charts and tables showing the distribution by sex, race, religion and age in the three types of agencies: settlement, socuts and YMCA-YWCA. The age and sex distribution of the persons served by the three types of agencies and the areas served were also charted.
Limitations of the Study

This study involves only one factor, namely membership, in the evaluation of an agency's services and should not be considered as indicating the quality of services rendered. Further study should be made concerning facilities, program, budget, personnel and related factors affecting quality of service. It also considers only the so-called group work agencies, and therefore does not indicate the distribution of services to youth rendered through public recreation and church recreation. Any possible overlapping in the services of these agencies or of private and public or church agencies is also not shown in this survey.

Organization of Thesis

The nature of this thesis is both historical and statistical.

Chapter II consists of a description of the community and its background. To the word picture are added maps showing density of population; social indices; schools, colleges; places of commercialized recreation; churches, synagogues; licensed drinking establishments; parks and playgrounds; and the distribution of those group work activities which are the central theme of this study.

Chapter III, which gives a membership analysis for each agency, is also illustrated graphically by maps and
charts.

In Chapter IV a summary of the chief findings of the study is presented and recommendations concerning the distribution of services are made.
CHAPTER II

CITY OF STEUBENVILLE, OHIO

Steubenville, Ohio is located on the Ohio River, with an area of approximately seven square miles and with an acreage of 4,426 acres.

The city was built on the site of old Fort Steuben, erected in 1797. Steubenville, the seat of Jefferson County, began its official life as a community with its incorporation on February 14, 1805.\(^1\)

Population

In 1940 the United States Census figures showed that Steubenville had a population of 37,651. With 4,426 acres, the city has an average of 8.5 persons per acre. Map 1 on page 10 shows the density of population by ward. This shows that the highest density of population is found in Ward 3. In Ward 2 there is a high degree in density of population, while in Wards 1 and 4 the density of population is below average. Wards 5 and 6 indicate the areas of lesser concentration.

\(^1\) Sesquicentennial Book. This and all other historical data concerning Steubenville, Ohio were obtained from the Sesquicentennial Book 1797-1947.
LEGEND: Based on 1940 population

- 71.9 Ward 3 Highest
- 47.8 Ward 2 High
- 11.5 Ward 1 Below Average
- 13.8 Ward 4 Below Average
- 4.0 Ward 6 Low
- 3.4 Ward 5 Lowest
- Uninhabited

Mean: 25.9 persons per acre

Note: Figures indicate ward numbers

Source: 16th United States Census, 1940.
Population Growth and Analysis

The early growth of the town was not rapid. The population in 1810 was 800, by 1850 the town had reached a population of 6,140. With additional territory being added to the city, Steubenville increased from its original 1,100 acres to an acreage of 1,676 acres in 1870. It has been during the last quarter century that Steubenville has experienced its most rapid growth through its gradual development as an industrial, railroad and commercial center. By 1940 it had grown to 37,651 people.

A breakdown of the city's 1940 population figures by wards is shown in Table 1.

TABLE 1

POPULATION OF STEUBENVILLE, OHIO BY WARDS AND DENSITY, 1940

<table>
<thead>
<tr>
<th>Wards</th>
<th>Population</th>
<th>Population per square mile</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>9,986</td>
<td>14.5</td>
</tr>
<tr>
<td>2</td>
<td>4,826</td>
<td>47.8</td>
</tr>
<tr>
<td>3</td>
<td>4,803</td>
<td>71.9</td>
</tr>
<tr>
<td>4</td>
<td>6,513</td>
<td>13.8</td>
</tr>
<tr>
<td>5</td>
<td>4,611</td>
<td>3.4</td>
</tr>
<tr>
<td>6</td>
<td>6,912</td>
<td>4.0</td>
</tr>
<tr>
<td>Total</td>
<td>37,651</td>
<td></td>
</tr>
</tbody>
</table>

Source: 16th Census of United States, 1940, Population First Series: Population of incorporated places of 5,000 or more by wards, 1940, p. 22.

The greatest percentage of population is found in the
upper age brackets. Table 2 indicates the population for 1930 and 1940 which shows a decrease in the percentage of population growth in the age group below 15 years of age. The percentage of population above 50 years of age also shows a slight decrease, while the percentage of population between 15 to 49 years of age indicates a slight increase. The growth in population of Steubenville has begun to level off and within a few years will in all probability decline as the surrounding areas become more developed.

**TABLE 2**

**POPULATION OF STEUBENVILLE, OHIO BY AGE, 1930, 1940**

<table>
<thead>
<tr>
<th>Age in years</th>
<th>1930</th>
<th>1940</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number</td>
<td>Per cent</td>
</tr>
<tr>
<td>Under 15</td>
<td>9,898</td>
<td>27.9</td>
</tr>
<tr>
<td>15 to 49</td>
<td>18,312</td>
<td>51.7</td>
</tr>
<tr>
<td>50 and over</td>
<td>7,212</td>
<td>20.4</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>35,422</td>
<td>100.0</td>
</tr>
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</table>


**Foreign Population**

There are 4,601 foreign born in Steubenville, which is 12.22 per cent of the population. Areas of foreign born population are not confined to any one Ward.
Negro population

The Negro population consists of 2,814 persons which is 7.5 per cent of the total population. Negro population is found in the 1st, 2nd, 3rd and 4th Wards. Table 3 shows that the greatest per cent of the population is found in the 15 to 49 years of age group. The table further indicates that the Negro population since 1930 shows no great increase.

TABLE 3

NEGRO POPULATION OF STEUBENVILLE, OHIO BY AGE, 1930, 1940

<table>
<thead>
<tr>
<th>Age in years</th>
<th>1930</th>
<th>1940</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number</td>
<td>Per cent</td>
</tr>
<tr>
<td>Under 15</td>
<td>672</td>
<td>24.2</td>
</tr>
<tr>
<td>15 to 49</td>
<td>1,719</td>
<td>61.9</td>
</tr>
<tr>
<td>50 and over</td>
<td>385</td>
<td>13.9</td>
</tr>
<tr>
<td>Total</td>
<td>2,776</td>
<td>100.0</td>
</tr>
</tbody>
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City's Resources

One of the main purposes of this survey is to indicate the area of service of each agency and the needs for its service. In order to accomplish this it was necessary to measure certain factors which tend to give a reliable indication
of the relative desirability of living conditions in a
eighborhood and to see to what extent services are render-
ed to each area.

In compiling the statistical data, the six wards into
which Steubenville is divided were used. The composite
social index map was prepared by combining seven social in-
dices: (1) density of population, (2) average monthly rent,
(3) owner occupancy, (4) houses needing major repairs,
(5) dwellings with more than 1.5 persons per room, (6) juv-
enile delinquency, and (7) private relief. These individual
indices were scaled into six degrees of classification:
highest, high, above average, below average, low and lowest.
This was done by classifying by wards each factor in one
of the six ranks: highest, high, above average, below
average, low and lowest. When three or more factors were
listed in one category, the ward rank was identified by
this classification. The first five items were based on the
1940 United States Census for Housing; the juvenile delin-
quency statistics were compiled from the records of the
bureau of Juvenile Delinquency of the Steubenville Depart-
ment of Police. The private relief data were obtainable
from the Family Service Bureau of the Community Chest.
Examination of Map 2 on page 15, the Composite Social In-
dex Map, shows the oldest part of the city to be the worst
area in terms of the composite social index. This
MAP 2

COMPOSITE SOCIAL INDEX, STEUBENVILLE, OHIO

LEGEND: Figures indicate ward numbers

- Highest (Best)
- High
- Above Average
- Below Average
- Low
- Lowest (Worst)
- Uninhabited

Indices:

Density of population
Average monthly rent
Owner occupancy
Houses needing major repairs
Dwellings with more than 1.5 persons per room
Juvenile Delinquency
Relief (Private)

Source: 16th U. S. Census, 1940, records of Juvenile Delinquency Division, Steubenville, Ohio, records of Family Welfare Agency.
area is also in the center of the steel mill district of the city. The more recently developed sections of Steubenville, on the whole are classified as the east.

Map 3 on page 17 indicates the places of Commercialized Recreation. There are two bowling alleys, five centers for billiards, five motion picture theaters and two outdoor auto theaters. There are no dance halls within the city limits.

Map 4 on page 18 there are sixty-four licensed drinking establishments in the city. Each is required by city ordinance to be licensed. The greatest number of drinking establishments are centered in the business and industrial areas of the town, the 1st, 2nd and 3rd Wards of the city.

Map 5 on page 19 shows the location of the public parks and playgrounds. Steubenville has four parks with city supervised playgrounds; five playgrounds are maintained on school property in addition to one summer playground near the business district. During the winter months those on school property become indoor centers. There are two totlots in the newly developed areas of the city.

Map 6 on page 20 illustrates the location of the churches and synagogues of Steubenville. Steubenville has thirty-six churches and synagogues; thirty protestant churches, four catholic churches and two synagogues. Most
MAP 3

PLACES OF COMMERCIALIZED RECREATION, 1949

LEGEND:
- Bowling alleys
- Billiards
- Theatres
- Uninhabited

Note: Figures indicate ward numbers
Source: Steubenville Directory.
MAP 4
LICENSED DRINKING ESTABLISHMENTS, 1949

LEGEND:

Uninhabited

Note: Figures indicate ward numbers
Source: Steubenville Directory.
MAP 5
PARKS AND PLAYGROUNDS, 1949

LEGEND:
- Parks with city supervised playgrounds
- Playgrounds on school property
- Totlots
- Summer playgrounds
- Uninhabited

Note: Figures indicate ward numbers
Source: Steubenville Recreation Department.
MAP 6
CHURCHES AND SYNAGOGUES, 1949

LEGEND:
- Protestant
- Jewish
- Catholic
- Uninhabited

Note: Figures indicate ward numbers
Source: Steubenville Directory.
of these churches are located in the 2nd and 3rd Wards.

Map 7 on page 22 gives the location of the schools and colleges. There are two colleges—a newly founded liberal arts college and a business college. There are fifteen public schools located in the city, twelve of which are public elementary schools, two public elementary-junior high schools and one public high school. There are also four parochial elementary and one parochial high school. It is in many of these schools and churches that the decentralized program of the group work agencies is conducted.

Map 8 on page 23 indicates the location of the headquarters or buildings of the youth serving agencies which are included in this study.

Map 9 on page 24 shows the meeting locations of the Boy Scout Troops, Girl Scout Troops and Y-Teen groups. It also shows the building location of the YMCA where the entire program of the Y is centered.
LEGEND:

- Public elementary--junior high school
- Public elementary
- Public high school
- Parochial elementary--high
- Colleges
- Uninhabited

Note: Figures indicate ward numbers

Source: Steubenville Board of Education.
MAP 8

RECREATION AND YOUTH SERVING AGENCIES, PRIVATE AGENCIES, 1949

LEGEND:

- Settlements
  - a. Catholic Community Center
  - b. Salvation Army
  - c. Neighborhood House
  - d. Phillis Wheatley

- YMCA
- YWCA
- Boy Scouts
- Girl Scouts
- Uninhabited

Note: Figures indicate ward numbers

Source: Steubenville Community Chest Council.
MAP 9
MEETING LOCATIONS OF BOY SCOUTS, GIRL SCOUTS, YMCA, AND YWCA, 1949

LEGEND:

- Boy Scouts
- Girl Scouts
- YMCA
- YWCA
- Uninhabited

Note: Figures indicate ward numbers
Source: Compiled from agency records.
CHAPTER III

THE GROUP WORK AGENCIES AND THEIR CLIENTELE

Planned development of the character and stamina of its boys and girls is an essential factor in the growth of any community. Character building influences are brought to bear on the youth of the city through the following organizations supported by the Community Chest Council: YMCA, YWCA, Catholic Community Center, Salvation Army, Girl Scouts, Boy Scouts and Phillis Wheatley Association. The oldest of these in Steubenville is the Young Men's Christian Association. The first meeting for the purpose of organizing a YMCA in Steubenville was held February 12, 1867. From that date until 1899, the Association had a rather precarious existence. In 1885, a charter was secured and a paid executive was employed but twice before the turn of the century financial difficulties and lack of interest caused suspension of the organization. The unbroken existence of the local YMCA began in 1905. The doors of the YMCA building were opened to the public in May 1909.

Shortly after the first attempt to organize a YMCA in Steubenville, the Salvation Army began its work here in 1888. It first operated a hotel for transients and local
homeless men; today its program also includes a character building for youth.

The Young Women's Christian Association was founded in Steubenville in 1913 and was operated on Fifth Street until 1916 when Mr. David McGowan gave the present building located at 320 North Fourth Street.

Although the settlement idea took root in this country before the beginning of the twentieth century it was not until recent years that the Neighborhood House and Phillis Wheatley Association saw their beginning in this city.

Steubenville's Neighborhood House was established by Mrs. Kenneth MacLeod. Their first organization meeting was April 27, 1934. A Mothers' Club was formed in 1935 and the activities of the organization broadened to include an extensive recreational and social program.

A program of character building activities among Negro girls and women was undertaken by the Phillis Wheatley Association at 242 South Fourth Street, which was founded August 8, 1935 by Mrs. Eunice V. Baker.

Organized in 1920, the Catholic Community Center started its recreational and athletic program in 1921 when a gymnasium was erected in the rear of the building at 148 South Fourth Street. Other recreation rooms and a swimming pool were completed in 1928.

The Scout movement did not reach Steubenville until
a quarter of a century ago. The Fort Steuben Area Council
459, Boy Scouts of America, was founded in the city, in
February 1927. In 1930 the first lone troop of Girl Scouts
was founded in Steubenville. The Steubenville Area Council
was formed in 1941, with the first meeting at the Carnegie
Library and moving in turn to the YMCA building, Sinclair
Building and eventually to the present offices at 224 North
Fifth Street.

It has been said that Steubenville has felt the in-
fluence of these so-called "character-building" agencies
for the past 65 "continuous" years. This statement then
gives rise to this question: To what extent have the
peoples of the different racial, religious, economic and
age groups had the advantage of the services rendered by
these agencies? In order to provide a satisfactory answer
to the above question a membership analysis of each agency
was made to determine the distribution of these services.
Information was obtained from the membership files of each
agency. This information included the member's place of
residence, sex, age, race, and religion. An individual
card was prepared for each member participating in an or-
organized activity, which involved attendance from a minimum
period of a week to attendance for an indefinite number of
weekly meetings.

The statistical data were "hand" tabulated, each
factor serving as a check against the others in arriving at the total count. These data were compiled and organized in tables from which charts and maps were made. These are included in this chapter. The points covered will involve an analysis of membership distribution according to residence, age (under 12 years of age, 12 to 17 years of age, 18 to 24 years of age and 25 to 64 years of age), sex, race and religious affiliation. A summary is included of the membership distribution in Steubenville.

**Analysis of Membership**

The total number of persons recorded as participating in the programs of the group work agencies of Steubenville, Ohio during 1948 to 1949 was 4,303. Chart 1 on page 29 shows the unduplicated count of the membership ranked according to the size of membership. This alone does not of course present a complete picture of the services rendered by the agencies. One must bear in mind that type of program, nature of facilities and extent of personnel reflect more than the volume of services offered by an agency. Also one must consider to what extent public recreation, church and other organizations meet the demands of the people. This survey does not include an analysis beyond that of membership of the so-called voluntary or private agencies. These membership figures will be used to identify areas of
<table>
<thead>
<tr>
<th>Organization</th>
<th>Membership</th>
</tr>
</thead>
<tbody>
<tr>
<td>Catholic Community Center</td>
<td>1,378</td>
</tr>
<tr>
<td>YMCA</td>
<td>1,110</td>
</tr>
<tr>
<td>Boy Scouts</td>
<td>466</td>
</tr>
<tr>
<td>Girl Scouts</td>
<td>403</td>
</tr>
<tr>
<td>YWCA</td>
<td>343</td>
</tr>
<tr>
<td>Salvation Army</td>
<td>249</td>
</tr>
<tr>
<td>Neighborhood House</td>
<td>195</td>
</tr>
<tr>
<td>Phillis Wheatley Association</td>
<td>159</td>
</tr>
</tbody>
</table>

Source: compiled from agency records.
services for each agency, determining whether the membership is well balanced with regard to areas served, age, religious, racial, sex and socio-economic groups served. They may be used as a basis for a change in emphasis in the distribution of these services.

Membership Distribution According To Residence

Table 4 on page 31 shows that 82.1 per cent of the combined membership of all agencies are residents of Steubenville; 11.2 per cent are from adjacent areas, Toronto, Mingo Junction and Wintersville; 1.7 per cent are residents of township areas and 5.0 per cent are residents outside of Jefferson County, namely from West Virginia. Comparison with Chart 2 on page 32 indicating that the population of Steubenville is 36.3 per cent of the total population of Jefferson County shows that Steubenville receives a much greater percentage of services offered, while the population of the adjacent areas which comprises 14.9 per cent of the total population of Jefferson County, receives a much smaller percentage of services from the agencies. The largest percentage of the population of Jefferson County is found in the township areas; but as might be expected the extent of services rendered is much smaller. It is possible that they receive the benefit of agencies from communities nearer to them. Meeting the needs of this
TABLE 4
DISTRIBUTION OF AGENCY SERVICES IN JEFFERSON COUNTY, OHIO,
BY AGENCY AND AREA, MAY 31, 1948 to JUNE 1, 1949

<table>
<thead>
<tr>
<th>Area</th>
<th>Type of agency</th>
<th>All agencies</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Settlements</td>
<td>Scouts</td>
</tr>
<tr>
<td>NUMBER</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Steubenville</td>
<td>1648</td>
<td>740</td>
</tr>
<tr>
<td>Adjacent areas</td>
<td>163</td>
<td>115</td>
</tr>
<tr>
<td>Township</td>
<td>15</td>
<td>5</td>
</tr>
<tr>
<td>Outside Jefferson</td>
<td></td>
<td></td>
</tr>
<tr>
<td>County</td>
<td>139</td>
<td>9</td>
</tr>
<tr>
<td>Total reported</td>
<td>1965</td>
<td>869</td>
</tr>
</tbody>
</table>

| Not reported          | 16             |              | 1    |      | 17            |
| Total                 | 1981           | 869          | 1453 |      | 4303          |

| PER CENT\(^1\)       |                |              |      |      |               |
| Steubenville          | 81.0           | 85.2         | 78.5 |      | 82.1          |
| Adjacent areas        | 8.2            | 13.2         | 13.9 |      | 11.2          |
| Township              | .8             | .6           | 3.4  |      | 1.7           |
| Outside Jefferson     |                |              |      |      |               |
| County                | 7.0            | 1.0          | 4.2  |      | 5.0           |
| Total reported        | 100.0          | 100.0        | 100.0|      | 100.0         |

\(^1\) Members whose residence not reported omitted in computing percentage

Source: Compiled from agency records.
CHART 2

PERCENTAGE DISTRIBUTION OF MEMBERSHIP OF YOUTH AGENCIES BY AREAS SERVED - JEFFERSON COUNTY, MAY 31, 1948 to JUNE 1, 1949

LEGEND:

- City of Steubenville
- Adjacent areas
- Township areas
- Outside Jefferson County

Population of Jefferson County

<table>
<thead>
<tr>
<th>City of Steubenville</th>
<th>Adjacent areas</th>
<th>Township areas</th>
<th>Outside Jefferson County</th>
</tr>
</thead>
<tbody>
<tr>
<td>36.3</td>
<td>14.9</td>
<td>48.8</td>
<td></td>
</tr>
</tbody>
</table>

Membership of all agencies

<table>
<thead>
<tr>
<th>City of Steubenville</th>
<th>Adjacent areas</th>
<th>Township areas</th>
<th>Outside Jefferson County</th>
</tr>
</thead>
<tbody>
<tr>
<td>82.1</td>
<td>11.2</td>
<td>5.0</td>
<td></td>
</tr>
</tbody>
</table>

Settlement membership

<table>
<thead>
<tr>
<th>City of Steubenville</th>
<th>Adjacent areas</th>
<th>Township areas</th>
<th>Outside Jefferson County</th>
</tr>
</thead>
<tbody>
<tr>
<td>84.0</td>
<td>8.2</td>
<td>7.0</td>
<td></td>
</tr>
</tbody>
</table>

Scout membership

<table>
<thead>
<tr>
<th>City of Steubenville</th>
<th>Adjacent areas</th>
<th>Township areas</th>
<th>Outside Jefferson County</th>
</tr>
</thead>
<tbody>
<tr>
<td>85.2</td>
<td>13.2</td>
<td>1.0</td>
<td></td>
</tr>
</tbody>
</table>

YMCA - YWCA membership

<table>
<thead>
<tr>
<th>City of Steubenville</th>
<th>Adjacent areas</th>
<th>Township areas</th>
<th>Outside Jefferson County</th>
</tr>
</thead>
<tbody>
<tr>
<td>78.5</td>
<td>13.9</td>
<td>4.2</td>
<td></td>
</tr>
</tbody>
</table>

Source: Table 4
group to some extent are the 4-H Clubs, the programs established by the Girl Scout and Boy Scout organizations in the nature of "lone" scouts, and the "district" program of the YWCA and YMCA. Also, in certain township areas, recreational programs are centered in certain schools and churches.

Table 5 and Chart 3 on pages 34 and 35 show another aspect of membership distribution, namely that the greatest membership participation in the city of Steubenville is in the settlement type agency. The settlement type agency also draws the greatest membership outside of Jefferson County; twice the combined membership of the Scouts and the YMCA-YWCA. In the adjacent areas the YMCA-YWCA serves the greatest number of people. The YMCA-YWCA renders service to more than twice as many persons in the township areas. The membership in Steubenville is distributed as follows: 46.8 per cent in settlements, 21.0 per cent in Scouts and 32.2 per cent in YMCA-YWCA. Membership distribution in the adjacent areas is as follows: 33.9 per cent in the settlements, 42.0 per cent in the YMCA-YWCA and 23.9 per cent in the Scouts. In the township areas the membership distribution is as follows: 21.1 per cent in the settlements, 7.1 per cent in the Scouts and 71.8 per cent in the YMCA-YWCA. The YMCA-YWCA serves 29.5 per cent of persons in residence outside of Jefferson County, while 66.2 per
TABLE 5
DISTRIBUTION OF AGENCY SERVICES IN JEFFERSON COUNTY, OHIO, BY AGENCY AND AREA, MAY 31, 1948 TO JUNE 1, 1949

<table>
<thead>
<tr>
<th>Area</th>
<th>Type of agency</th>
<th></th>
<th></th>
<th></th>
<th>All agencies</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Settlements</td>
<td>Scouts</td>
<td>YMCA</td>
<td>YWCA</td>
<td></td>
</tr>
<tr>
<td>NUMBER</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Steubenville</td>
<td>1648</td>
<td>740</td>
<td>1136</td>
<td></td>
<td>3524</td>
</tr>
<tr>
<td>Adjacent areas</td>
<td>163</td>
<td>115</td>
<td>203</td>
<td></td>
<td>431</td>
</tr>
<tr>
<td>Township</td>
<td>15</td>
<td>5</td>
<td>51</td>
<td></td>
<td>71</td>
</tr>
<tr>
<td>Outside Jefferson</td>
<td>139</td>
<td>9</td>
<td>62</td>
<td></td>
<td>210</td>
</tr>
<tr>
<td>County</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total reported</td>
<td>1965</td>
<td>869</td>
<td>1452</td>
<td></td>
<td>4286</td>
</tr>
</tbody>
</table>

|                       |                |         |         |         |              |
| Not reported          | 16             |         | 1       |         | 17           |
| Total                 | 1981           | 869     | 1453    |         | 4303         |

PER CENT\(^1\)

|                       | Settlements    | Scouts  | YMCA    | YWCA    |              |
|                       | 16.8           | 21.0    | 32.2    |         | 100.0        |
| Adjacent areas        | 33.9           | 23.9    | 42.0    |         | 100.0        |
| Township              | 21.1           | 7.1     | 71.8    |         | 100.0        |
| Outside Jefferson     | 66.2           | 4.3     | 29.5    |         | 100.0        |
| County                |                |         |         |         |              |
| Total reported        | 46.0           | 20.2    | 33.8    |         | 100.0        |

\(^1\)members whose residence not reported omitted in computing percentage

Source: Compiled from agency records.
CHART 3

PERCENTAGE DISTRIBUTION OF PARTICIPANTS IN GROUP ACTIVITIES BY AREA IN THREE TYPES OF AGENCIES,
MAY 31, 1948 TO JUNE 1, 1949

LEGEND:

<table>
<thead>
<tr>
<th>Settlements</th>
<th>Scouts</th>
<th>YMCA - YWCA</th>
</tr>
</thead>
<tbody>
<tr>
<td>46.0</td>
<td>20.2</td>
<td>33.8</td>
</tr>
</tbody>
</table>

Total Jefferson County

Steubenville

Areas adjacent to Steubenville

Township

Source: Table 5
cent are served by the settlement and 4.3 per cent by the Scouts.

**Membership Distribution According To Age**

Table 6 and Chart 4 on pages 37 and 38 show the percentage of members in each of the four age groups in the three types of agencies: settlements, Scouts, and the YMCA-YWCA. The statistics show that the agencies serve best the 12 to 17 year age group with 44.0 per cent of their membership in this bracket. Those under 12 years of age receive the second greatest percentage of service from all agencies with 36.3 per cent of their membership in this category. These two groups receive more than three-fourths of all the services rendered by the agencies. The 18 to 24 year group receive 9.2 per cent of the services and the 25 to 64 year group receives 10.5 per cent of the services. This indicates that the program of the agencies are keyed to the younger age groups. Only 22.6 per cent of the population of Steubenville is comprised of persons under 15 years of age.

In examining the services rendered by the various types of agencies, we find that the greatest percentage of persons served by the settlement type agencies is the 12 to 17 year group which receives 40.6 per cent of the services. This is just slightly higher than the 39.9 per
### TABLE 6

**PARTICIPATING MEMBERSHIP IN THREE TYPES OF AGENCIES BY AGE GROUPS,**
**MAY 31, 1948 to JUNE 1, 1949**

<table>
<thead>
<tr>
<th>Area</th>
<th>Settlements</th>
<th>Scouts</th>
<th>YMCA</th>
<th>YWCA</th>
<th>All agencies</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>NUMBER</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Under 12</td>
<td>769</td>
<td>165</td>
<td>308</td>
<td></td>
<td>1542</td>
</tr>
<tr>
<td>12 to 17</td>
<td>782</td>
<td>101</td>
<td>687</td>
<td></td>
<td>1870</td>
</tr>
<tr>
<td>18 to 24</td>
<td>185</td>
<td>3</td>
<td>202</td>
<td></td>
<td>390</td>
</tr>
<tr>
<td>25 to 64</td>
<td>192</td>
<td></td>
<td>256</td>
<td></td>
<td>448</td>
</tr>
<tr>
<td>Total reported</td>
<td>1928</td>
<td>869</td>
<td>1153</td>
<td></td>
<td>4250</td>
</tr>
<tr>
<td>Not reported</td>
<td></td>
<td></td>
<td></td>
<td>53</td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>1981</td>
<td>869</td>
<td>1153</td>
<td></td>
<td>4303</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>PER CENT</th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Under 12</td>
<td>39.9</td>
<td>53.5</td>
<td>21.2</td>
<td></td>
<td>36.3</td>
</tr>
<tr>
<td>12 to 17</td>
<td>40.6</td>
<td>46.2</td>
<td>47.2</td>
<td></td>
<td>44.0</td>
</tr>
<tr>
<td>18 to 24</td>
<td>9.6</td>
<td>.3</td>
<td>13.9</td>
<td></td>
<td>9.2</td>
</tr>
<tr>
<td>25 to 64</td>
<td>9.9</td>
<td></td>
<td>17.7</td>
<td></td>
<td>10.5</td>
</tr>
<tr>
<td>Total reported</td>
<td>100.0</td>
<td>100.0</td>
<td>100.0</td>
<td></td>
<td>100.0</td>
</tr>
</tbody>
</table>

1 members whose age not reported omitted in computing percentage

Source: Compiled from agency records.
CHART 4

PERCENTAGE DISTRIBUTION OF PARTICIPATING MEMBERSHIP IN THREE TYPES OF AGENCIES BY AGE GROUPS,
MAY 31, 1948 to JUNE 1, 1949

LEGEND: Age in years
- Under 12
- 12 to 17
- 18 to 24
- 25 to 64

All agencies
- 36.3
- 11.0
- 9.2
- 10.5

Settlements
- 39.9
- 10.6
- 9.6
- 9.8

Scouts
- 53.5
- 46.2
- 3

YMCA - YWCA
- 21.2
- 47.2
- 13.9
- 17.7

Source: Table 6
cent served in the under 12 year group. The 18 to 24 year group and the 25 to 64 year group receive almost an identical per cent of services, 9.6 per cent and 9.9 per cent, respectively.

Chart 5 on page 40 shows the membership in each agency by age group in graphic form.

The youngest age group is the highest percentage of the membership at the Neighborhood House and Salvation Army. The Salvation Army has 70.4 per cent of its membership in this age category, and while the Neighborhood House has 35.0 per cent and the Catholic Community Center 38.0 per cent. Of the Phillis Wheatley membership 16.4 per cent falls in the youngest age group.

Almost half or 49.4 per cent of the clientele of the Catholic Community Center is in the 12 to 17 year bracket. The combined total of the Neighborhood House, Phillis Wheatley and Salvation Army membership in this age group is 59.2 per cent. The 12 to 17 year group comprises 24.5 per cent of the Phillis Wheatley membership, 15.8 per cent of the Neighborhood House members and 18.9 per cent of the Salvation Army participants.

The 18 to 24 year group receive 20.1 per cent of Phillis Wheatley services, 20.4 per cent of the services of the Neighborhood House, 4.4 per cent of the services offered by the Catholic Community Center and 2.1 per cent of the
CHART 5

PERCENTAGE DISTRIBUTION OF MEMBERSHIP OF EACH AGENCY BY AGE GROUP, MAY 31, 1948 TO JUNE 1, 1949

LEGEND: Age in years

<table>
<thead>
<tr>
<th>Agency</th>
<th>Under 12</th>
<th>12 to 17</th>
<th>18 to 21</th>
<th>25 to 64</th>
</tr>
</thead>
<tbody>
<tr>
<td>Salvation</td>
<td>18.9</td>
<td>4.8</td>
<td>6.4</td>
<td>70.8</td>
</tr>
<tr>
<td>Army</td>
<td>8.6</td>
<td>2.1</td>
<td>13.4</td>
<td>6.4</td>
</tr>
<tr>
<td>YWCA</td>
<td>18.1</td>
<td></td>
<td>75.2</td>
<td></td>
</tr>
<tr>
<td>YMCA</td>
<td></td>
<td>38.6</td>
<td>16.2</td>
<td>25.1</td>
</tr>
<tr>
<td>Girl Scouts</td>
<td></td>
<td></td>
<td></td>
<td>68.0</td>
</tr>
<tr>
<td>Boy Scouts</td>
<td></td>
<td>32.0</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Neighborhood</td>
<td>35.0</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Wheatley</td>
<td>24.5</td>
<td>12.1</td>
<td>39.0</td>
<td></td>
</tr>
<tr>
<td>Catholic</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Community</td>
<td></td>
<td></td>
<td>49.4</td>
<td></td>
</tr>
<tr>
<td>Center</td>
<td></td>
<td></td>
<td></td>
<td>3.2</td>
</tr>
<tr>
<td>Neighborhood</td>
<td>35.0</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>House</td>
<td>15.8</td>
<td>20.4</td>
<td>28.8</td>
<td></td>
</tr>
</tbody>
</table>

Source: Table 7
Salvation Army services.

The 25 to 64 year group receives 39 per cent of the Phillis Wheatley services, thus receiving the highest per cent of services in the agency and the highest in this age group for any agency. The Neighborhood House renders 28.8 per cent of its services to this group. The Salvation Army and the Catholic Community Center each devote only 8.0 per cent of their services to the 25 to 64 year group.

The Scouts render their greatest per cent of services to the under 12 year group. To this group they give 53.5 per cent of their services. The 12 to 17 year group receives 46.2 per cent of the services. While only .3 per cent of their membership are in the 18 to 24 year group.

The Girl Scouts give most of their attention to the youngest group which comprises 68.0 per cent of their membership. Of their membership 32.0 per cent is found in the pre-adolescent and adolescent group. While the Boy Scouts serve a great number of boys in the pre-adolescent and adolescent groups with a percentage of 58.6 per cent. Of their clientele 40.8 per cent is found in the under 12 year groups. The Girl Scouts do not indicate any membership in the 18 to 24 year group. Only .6 per cent of the Boy Scout membership is found in this classification,
these undoubtedly being adult leaders.

Almost half the services of the YMCA-YWCA are to the 12 to 17 year group. Three-fourths of the YWCA membership is in the pre-adolescent and adolescent groups, namely 75.2 per cent. The youngest age group and the 18 to 24 year group constitute 18.4 per cent and 6.4 per cent, respectively.

The membership of the YMCA is fairly well distributed with 38.6 per cent of their membership in the 12 to 17 year category, 16.2 per cent in the 18 to 24 year group and 22.1 per cent in the youngest group. It also renders 23.1 per cent of its services to the older age group.

Membership Distribution According To Sex

Table 7 and Chart 6 on pages 43 and 44 show that the youth serving agencies of Steubenville serve both sexes equally well. Of those participating in the combined agencies program 58.0 per cent are males, 42.0 per cent are females. The program of the YMCA and the YWCA has 60.0 per cent males and 40.0 per cent females participating in it. In the settlement type agencies 58.0 per cent are males and 42.0 per cent are females who receive their services. The males have 54.0 per cent participation and the females 46.0 per cent participation in the Scouts. The greatest variation is in age group distribution.
<table>
<thead>
<tr>
<th>Agency</th>
<th>Under 12</th>
<th>12 to 17</th>
<th>18 to 24</th>
<th>25 to 64</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Male</td>
<td>Female</td>
<td>Male</td>
<td>Female</td>
<td>Male</td>
</tr>
<tr>
<td><strong>NUMBER</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Phillis Wheatley</td>
<td>12</td>
<td>11</td>
<td>8</td>
<td>31</td>
<td>10</td>
</tr>
<tr>
<td>Catholic Community</td>
<td>270</td>
<td>247</td>
<td>171</td>
<td>200</td>
<td>108</td>
</tr>
<tr>
<td>Center</td>
<td>23</td>
<td>39</td>
<td>5</td>
<td>23</td>
<td>24</td>
</tr>
<tr>
<td>Neighborhood House</td>
<td>85</td>
<td>79</td>
<td>31</td>
<td>13</td>
<td>3</td>
</tr>
<tr>
<td>Salvation Army</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Total Settlements</strong></td>
<td>390</td>
<td>379</td>
<td>515</td>
<td>267</td>
<td>115</td>
</tr>
<tr>
<td>Boy Scouts</td>
<td>190</td>
<td>275</td>
<td>273</td>
<td>128</td>
<td>3</td>
</tr>
<tr>
<td>Girl Scouts</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Total Scouts</strong></td>
<td>190</td>
<td>275</td>
<td>273</td>
<td>128</td>
<td>3</td>
</tr>
<tr>
<td>YMCA</td>
<td>245</td>
<td>63</td>
<td>290</td>
<td>139</td>
<td>136</td>
</tr>
<tr>
<td>YWCA</td>
<td></td>
<td></td>
<td>258</td>
<td>22</td>
<td></td>
</tr>
<tr>
<td><strong>Total YMCA YWCA</strong></td>
<td>245</td>
<td>63</td>
<td>290</td>
<td>139</td>
<td>136</td>
</tr>
<tr>
<td>All agencies</td>
<td>825</td>
<td>717</td>
<td>1078</td>
<td>792</td>
<td>284</td>
</tr>
<tr>
<td>Not reported</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>825</td>
<td>717</td>
<td>1078</td>
<td>792</td>
<td>284</td>
</tr>
</tbody>
</table>

**PER CENT**

<table>
<thead>
<tr>
<th>Agency</th>
<th>Under 12</th>
<th>12 to 17</th>
<th>18 to 24</th>
<th>25 to 64</th>
<th>Total</th>
</tr>
</thead>
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<tr>
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<td>Male</td>
<td>Female</td>
<td>Male</td>
<td>Female</td>
<td>Male</td>
</tr>
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<td><strong>Phillis Wheatley</strong></td>
<td>46.2</td>
<td>53.8</td>
<td>20.5</td>
<td>79.5</td>
<td>31.3</td>
</tr>
<tr>
<td>Catholic Community</td>
<td>52.2</td>
<td>47.8</td>
<td>70.2</td>
<td>29.8</td>
<td>96.4</td>
</tr>
<tr>
<td>Center</td>
<td>37.1</td>
<td>62.9</td>
<td>17.9</td>
<td>82.1</td>
<td>66.7</td>
</tr>
<tr>
<td>Neighborhood House</td>
<td>51.8</td>
<td>48.2</td>
<td>70.5</td>
<td>29.5</td>
<td>60.0</td>
</tr>
<tr>
<td>Salvation Army</td>
<td>50.6</td>
<td>49.4</td>
<td>65.9</td>
<td>34.1</td>
<td>78.4</td>
</tr>
<tr>
<td><strong>Total Settlements</strong></td>
<td>40.9</td>
<td>59.1</td>
<td>68.1</td>
<td>31.9</td>
<td>100.0</td>
</tr>
<tr>
<td>Boy Scouts</td>
<td>100.0</td>
<td>100.0</td>
<td>100.0</td>
<td>100.0</td>
<td></td>
</tr>
<tr>
<td>Girl Scouts</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Total Scouts</strong></td>
<td>40.9</td>
<td>59.1</td>
<td>68.1</td>
<td>31.9</td>
<td>100.0</td>
</tr>
<tr>
<td>YMCA</td>
<td>100.0</td>
<td>100.0</td>
<td>68.0</td>
<td>32.0</td>
<td>76.0</td>
</tr>
<tr>
<td>YWCA</td>
<td></td>
<td></td>
<td>100.0</td>
<td>100.0</td>
<td>100.0</td>
</tr>
<tr>
<td><strong>Total YMCA YWCA</strong></td>
<td>79.5</td>
<td>20.5</td>
<td>42.2</td>
<td>57.3</td>
<td>67.3</td>
</tr>
<tr>
<td>All agencies</td>
<td>53.5</td>
<td>46.5</td>
<td>57.0</td>
<td>43.0</td>
<td>72.8</td>
</tr>
</tbody>
</table>

1 Members whose age not reported omitted in computing percentage.

Source: Compiled from agency records.
## Chart 6

PERCENTAGE OF SEX DISTRIBUTION BY AGE GROUPS AND BY THREE TYPES OF AGENCIES,
MAY 31, 1947 to JUNE 1, 1949

<table>
<thead>
<tr>
<th>All agencies</th>
<th>Male</th>
<th>Female</th>
</tr>
</thead>
<tbody>
<tr>
<td>All ages</td>
<td>58.0</td>
<td>42.0</td>
</tr>
<tr>
<td>Under 12</td>
<td>53.5</td>
<td>46.5</td>
</tr>
<tr>
<td>12 to 17</td>
<td>57.0</td>
<td>43.0</td>
</tr>
<tr>
<td>18 to 24</td>
<td>72.8</td>
<td>27.2</td>
</tr>
<tr>
<td>25 to 64</td>
<td>39.7</td>
<td>60.3</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Settlements</th>
<th>Male</th>
<th>Female</th>
</tr>
</thead>
<tbody>
<tr>
<td>All ages</td>
<td>58.0</td>
<td>42.0</td>
</tr>
<tr>
<td>Under 12</td>
<td>50.6</td>
<td>49.4</td>
</tr>
<tr>
<td>12 to 17</td>
<td>65.9</td>
<td>34.1</td>
</tr>
<tr>
<td>18 to 24</td>
<td>78.4</td>
<td>21.6</td>
</tr>
<tr>
<td>25 to 64</td>
<td>37.0</td>
<td>63.0</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Scouts</th>
<th>Male</th>
<th>Female</th>
</tr>
</thead>
<tbody>
<tr>
<td>All ages</td>
<td>54.0</td>
<td>46.0</td>
</tr>
<tr>
<td>Under 12</td>
<td>40.9</td>
<td>59.1</td>
</tr>
<tr>
<td>12 to 17</td>
<td>68.1</td>
<td>31.9</td>
</tr>
<tr>
<td>18 to 24</td>
<td>100.0</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>YMCA - YWCA</th>
<th>Male</th>
<th>Female</th>
</tr>
</thead>
<tbody>
<tr>
<td>All ages</td>
<td>60.0</td>
<td>40.0</td>
</tr>
<tr>
<td>Under 12</td>
<td>79.5</td>
<td>20.5</td>
</tr>
<tr>
<td>12 to 17</td>
<td>42.2</td>
<td>57.8</td>
</tr>
<tr>
<td>18 to 24</td>
<td>67.3</td>
<td>32.7</td>
</tr>
<tr>
<td>25 to 64</td>
<td>77.1</td>
<td>22.3</td>
</tr>
</tbody>
</table>

Source: Table 7
Membership According To Age-Sex Distribution

Under 12 Years Of Age By Sex Group. Table 7 on page 43 shows sex distribution among four age classifications; under 12, 12 to 17 years, 18 to 24 years, and 25 to 64 years. In the first group in a combined total of all agencies, 53.5 per cent are males and 46.5 per cent are females. The largest distribution of males is found in the YMCA, which is 79.5 per cent. In the settlement type agency and the Scouts the amount of services given to the males varies 10.0 per cent, 50.6 per cent in the settlement and 40.9 per cent in the Scouts.

The Scouts serve 59.1 per cent females and settlements serve 49.4 per cent females while the YMCA serves the smallest number in this group with only 20.5 per cent.

12 To 17 Years Of Age By Sex Group. Again in this age group the males receive the greatest percentage of services. The combined total of participation in the agencies shows that the agencies render services to 57.0 per cent to males and 43.0 per cent to females.

The settlement type agency has a representation of 65.9 per cent males and 34.1 per cent females in this age group. The Scouts bear almost the same percentage, 68.1 per cent males and 31.9 per cent females.
It is in the YMCA and YWCA that a reversed picture is seen. This is the only time that the female member participation is the greater between the two groups. There are 57.8 per cent females and 42.2 per cent males participating in the program. This increased participation of females in the agencies' program is no doubt due to the joint program sponsored by the YMCA as well as the YWCA program sponsored for the pre-adolescent, and adolescent group.

18 to 24 Years Of Age By Sex Group. At least three times as many males as females participate in the program of all agencies in this age bracket. Chart 6 on page 44 indicates that 72.8 per cent males and 27.2 per cent females participate in the program of these agencies.

This same ratio is indicated in the settlement type agency program. The representation of males is 78.4 per cent and females, 21.6 per cent.

In the YMCA-YWCA, twice as many males receive the service of this agency. Again this can be attributed to the joint programs sponsored by the YMCA as well as the program offered by the YWCA. The female participation is greater in these agencies than in the settlement type agency. The services are provided to 67.3 per cent males and 32.7 per cent females.

An analysis of Scouting in Steubenville for this
age group indicates that the males receive 100.0 per cent of the services. There is no record indicating that girls beyond 17 years of age participate in the Girl Scout program. No recording was made in this report of the adult leader membership.

25 to 64 Years Of Age By Sex Group. Almost twice as many females participate in a combined total of agencies services as do the males in this age group. This is also true in the settlement type agency analysis, but a different picture is seen in the participating membership of the YMCA-YWCA.

In all agencies 39.7 per cent services are rendered to the males while 60.3 per cent are rendered to the females. In the settlement type agencies the females receive 63.0 per cent of total services rendered, leaving 37.0 per cent of the services provided to the males.

More than three times the number of males are served in the YMCA-YWCA as females. This older group comprises 77.7 per cent males and 22.3 per cent females.

Most of the female participation is found in the YMCA sponsored program. This agency is providing the most extensive program for this age group.

This analysis is indicative of the type program provided by the agencies with regard to the sex of their clientele.
Membership Distribution According To Race

Agency records examined indicated a space for race and nationality of parents; but the members did not provide this information. Those reporting the nationality of parents were confined to the settlements with 167 reporting foreign parentage, 105 of Latin background; 3 Slavic; 2 Austrian-German; 2 Mexican and 55 in other nationality brackets. This information does not lend itself to a statistical analysis.

Table 8 and Chart 7 on pages 49 and 50 show that the population of Steubenville is comprised of 92.5 per cent white population and 7.5 per cent Negro. In examining the total membership of the agencies it is found that 93.5 per cent of the participation is by the white population, with 6.5 per cent participation by Negroes. This shows a fair distribution of services to both groups. The variation is seen in examining the individual agencies.

The largest Negro representation is found in the Scouts. There is 11.9 per cent representation in this classification. The smallest number of Negroes participate in the YMCA-YWCA program. With only .8 per cent of the Y's membership being Negro and this is limited to the YWCA. The YMCA has no Negro members. Thus 99.2 per cent of the YMCA-YWCA membership is white.
<table>
<thead>
<tr>
<th>Race</th>
<th>Type of agency</th>
<th>All agencies</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Settlements</td>
<td>Scouts</td>
</tr>
<tr>
<td>NUMBER&lt;br&gt;White</td>
<td>1816</td>
<td>766</td>
</tr>
<tr>
<td>Negro</td>
<td>165</td>
<td>103</td>
</tr>
<tr>
<td>Total</td>
<td>1981</td>
<td>869</td>
</tr>
<tr>
<td>PER CENT&lt;br&gt;White</td>
<td>91.7</td>
<td>88.1</td>
</tr>
<tr>
<td>Negro</td>
<td>8.3</td>
<td>11.9</td>
</tr>
<tr>
<td>Total</td>
<td>100.0</td>
<td>100.0</td>
</tr>
</tbody>
</table>

Source: Compiled from agency records.
CHART 7

PERCENTAGE DISTRIBUTION OF RACE PARTICIPATING MEMBERSHIP BY THREE TYPES OF AGENCIES,
MAY 31, 1948 to JUNE 1, 1949

LEGEND: Race

<table>
<thead>
<tr>
<th></th>
<th>White</th>
<th>Negro</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population of Steubenville</td>
<td>92.5</td>
<td>7.5</td>
</tr>
<tr>
<td>All agencies' membership</td>
<td>93.5</td>
<td>6.5</td>
</tr>
<tr>
<td>Settlement membership</td>
<td>91.7</td>
<td>8.3</td>
</tr>
<tr>
<td>Scout membership</td>
<td>88.1</td>
<td>11.9</td>
</tr>
<tr>
<td>YMCA - YWCA membership</td>
<td>99.2</td>
<td></td>
</tr>
</tbody>
</table>

Source: Table 8
Of the services rendered by the settlement type agencies, 8.3 per cent are to the Negroes. This is confined to the Phillis Wheatley Association. The other participating membership of the settlement type agencies is 91.7 per cent white.

**Membership Distribution According To Religious Affiliation**

Table 9 and Chart 8 on pages 52 and 53 show the religious affiliation of the participating membership by type of agency, as far as reported. Steubenville has a population of approximately 71.8 per cent Protestant, 26.6 per cent Catholic and 1.6 per cent Jewish.

Of the participating membership on which religious affiliation was reported in all agencies, 38.0 per cent were of Protestant affiliation, 59.0 per cent Catholic and 2.0 per cent Jewish.

It was impossible from the records available to get an exact division of religious affiliation among Catholic and Protestant in the settlement type agency. The 36.0 per cent Catholic affiliation figure which appears in Table 9 on page 52 and Chart 8 on page 53 was arrived at by considering the entire membership of the Catholic Community Center as being Catholic. In the records of the Catholic Community Center the school attended was given and the religious affiliation was not. It was assumed of
### TABLE 9

RELIGIOUS AFFILIATION OF PARTICIPATING MEMBERSHIP BY THREE TYPES OF AGENCIES, MAY 31, 1948 to JUNE 1, 1949

<table>
<thead>
<tr>
<th>Religion</th>
<th>Type of agency</th>
<th>All agencies</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Settlements</td>
<td>Scouts</td>
</tr>
<tr>
<td>NUMBER</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Protestant</td>
<td>227</td>
<td>338</td>
</tr>
<tr>
<td>Catholic</td>
<td>1502</td>
<td>43</td>
</tr>
<tr>
<td>Jewish</td>
<td>38</td>
<td>12</td>
</tr>
<tr>
<td>Other</td>
<td>38</td>
<td>3</td>
</tr>
<tr>
<td>Total reported</td>
<td>1767</td>
<td>393</td>
</tr>
<tr>
<td>Not reported</td>
<td>214</td>
<td>476</td>
</tr>
<tr>
<td>Total</td>
<td>1981</td>
<td>869</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>PER CENT(^1)</th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Protestant</td>
<td>12.0</td>
<td>86.0</td>
<td>69.1</td>
<td>38.0</td>
</tr>
<tr>
<td>Catholic</td>
<td>86.0</td>
<td>10.9</td>
<td>25.7</td>
<td>59.0</td>
</tr>
<tr>
<td>Jewish</td>
<td>2.0</td>
<td>3.1</td>
<td>4.8</td>
<td>2.0</td>
</tr>
<tr>
<td>Other</td>
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<td>.4</td>
<td>.4</td>
<td>1.0</td>
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<tr>
<td>Total reported</td>
<td>100.0</td>
<td>100.0</td>
<td>100.0</td>
<td>100.0</td>
</tr>
</tbody>
</table>

\(^1\) Members whose religious affiliation not reported omitted in computing percentage

Source: Compiled from agency records.
CHART 8

PERCENTAGE DISTRIBUTION OF RELIGIOUS AFFILIATION OF PARTICIPATING MEMBERSHIP BY THREE TYPES OF AGENCIES,
MAY 31, 1948 to JUNE 1, 1949

LEGEND: Religious affiliation

Protestant
Catholic
Jewish
Other

Steubenville

All agencies

Settlements

Scouts

YMCA - YwCA

Source: Table 9
those members attending Catholic schools that they were Catholic. In view of the practice in Steubenville this was considerate to be reasonably accurate. Of those members of the Catholic Community Center who were not of school age and those who were attending public school and had no record of religious affiliation were assumed to be Catholic. Also those who were not in attendance at school were assumed to be Catholic. In the Neighborhood House and Salvation Army records showed 66 Protestants and 124 Catholics, the latter added to the Catholic Community Center membership to arrive at 86.0 per cent. It is probable that 12.0 per cent is slightly below the number of Protestants participating in the settlement type agency program. There is no one of the Jewish faith participating in this classification of agencies, there being no Jewish Community Center in Steubenville.

The Boy Scouts do not record religious affiliation. This leaves the Girl Scouts alone making a report in this area. Of these 86.0 per cent are Protestant and 10.9 per cent Catholic and 3.1 per cent Jewish.

Those in the YMCA-YWCA reporting their religious affiliation indicate that 69.1 per cent are Protestant, 25.7 per cent Catholic and 4.8 per cent Jewish.

As far as can be judged from those reporting religious affiliation the Protestants and Catholic faiths
are approximately equally represented in the youth serving program.

**Distribution of Membership In Steubenville**

Map 10 on page 56 provides a composite picture of the relative degree of service rendered by the youth serving agencies of Steubenville, Ohio, measured in terms of percentage of the total population in each ward.

Map 11 on page 57 gives a composite picture of the relative degree of service rendered to those under 18 years by all agencies studied. It illustrates the membership in terms of percentage of the estimated youth population in each ward.

Map 12 on page 58 shows the ratio of youth to the total population by wards.

In comparing Map 10 on page 56 with Map 2 on page 15 the Composite Social Index Map the area of greater membership is found in the area where the social index rank best. The area of greatest need receives an average amount of the services rendered by the total agencies surveyed. The 2nd Ward is the area in which the social index rank low. It is in this Ward that the membership rate is the lowest. The 4th Ward which indicates a below average membership rate, ranks above average in the social index. The 3rd Ward, though it ranks below average in the social
MAP 10
DISTRIBUTION OF TOTAL MEMBERSHIP OF ALL AGENCIES,
MAY 31, 1948 to JUNE 1, 1949

LEGEND:
Number members per 100 population

- 13.1 Ward 6 Highest
- 10.2 Ward 5 High
- 9.1 Ward 1 Average
- 8.2 Ward 4 Below Average
- 7.3 Ward 3 Low
- 6.3 Ward 2 Lowest
- Uninhabited

Mean: 9.2

Note: Figures indicate ward numbers
Source: Compiled from agency records.
MAP 11

DISTRIBUTION OF TOTAL MEMBERSHIP UNDER 18 YEARS OF AGE IN ALL AGENCIES,
MAY 31, 1948 to JUNE 1, 1949

LEGEND:
Number members served per estimated youth population (under 18)

- 36.0 Ward 6 Highest
- 22.0 Ward 5 High
- 12.8 Ward 4 Below Average
- 11.6 Ward 3 Below Average
- 10.6 Ward 1 Low
- 10.5 Ward 2 Lowest
- Uninhabited
Mean: 17.2

Note: Figures indicate ward numbers
Source: Compiled from agency records.
MAP 12
RATIO OF YOUTH TO TOTAL POPULATION, STEUBENVILLE, OHIO

LEGEND:
Number members per 100 estimated population, 1949

- 56.8 Ward 1 Highest
- 52.3 Ward 2 High
- 51.3 Ward 3 Above Average
- 49.5 Ward 4 Average (Approx.)
- 44.7 Ward 5 Low
- 28.9 Ward 6 Lowest
- Uninhabited

Mean: 45.5

Note: Figures indicate ward numbers

Source: Compiled from agency records, 16th United States Census, 1940.
index it receives a low rate of services.

In a comparison of the maps designating the distribution of total membership on page 56 and map illustrating the distribution of the membership under 18 years of age on page 57, it will be noted that the wards rank approximately the same. In comparing the Social Index Map on page 15 with the map illustrating the distribution of the total youth membership on page 58 it will be noted further that the wards rank approximately the same.

Table 10 on page 60 shows the distribution of membership of the private agencies by wards.

The three settlements and community centers serve the area of greatest need to the greatest extent. The largest per cent come from the 1st Ward.

Map 13 on page 61 is a composite based on the number of members served per 100 of the population by all the settlements and community centers. The area of greatest concentration is in the area of greatest need. Of the membership a high degree of concentration is found in the wards where the settlements are found. The 3rd Ward which has a high concentration in membership has a settlement type agency located there.

An analysis of the various agencies shows that membership concentration varies somewhat with each, as may be observed by examining Maps 14, 15, 16, and 17 on pages
<table>
<thead>
<tr>
<th>Agency</th>
<th>1st Ward</th>
<th>2nd Ward</th>
<th>3rd Ward</th>
<th>4th Ward</th>
<th>5th Ward</th>
<th>6th Ward</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Phillis Wheatley</td>
<td>39</td>
<td>37</td>
<td>19</td>
<td>55</td>
<td>4</td>
<td></td>
<td>154</td>
</tr>
<tr>
<td>Catholic Community Center</td>
<td>359</td>
<td>134</td>
<td>119</td>
<td>178</td>
<td>113</td>
<td>202</td>
<td>1105</td>
</tr>
<tr>
<td>Neighborhood House</td>
<td>126</td>
<td>14</td>
<td>10</td>
<td>30</td>
<td>6</td>
<td>8</td>
<td>164</td>
</tr>
<tr>
<td>Salvation Army</td>
<td>99</td>
<td>8</td>
<td>88</td>
<td>30</td>
<td></td>
<td></td>
<td>225</td>
</tr>
<tr>
<td><strong>Total Settlements</strong></td>
<td>623</td>
<td>193</td>
<td>236</td>
<td>263</td>
<td>123</td>
<td>210</td>
<td>1648</td>
</tr>
<tr>
<td>Boy Scouts</td>
<td>58</td>
<td>41</td>
<td>35</td>
<td>80</td>
<td>67</td>
<td>104</td>
<td>385</td>
</tr>
<tr>
<td>Girl Scouts</td>
<td>53</td>
<td>33</td>
<td>14</td>
<td>44</td>
<td>71</td>
<td>140</td>
<td>355</td>
</tr>
<tr>
<td><strong>Total Scouts</strong></td>
<td>111</td>
<td>74</td>
<td>49</td>
<td>124</td>
<td>138</td>
<td>244</td>
<td>740</td>
</tr>
<tr>
<td>YMCA</td>
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Source: Compiled from agency records.
MAP 13

MEMBERSHIP DISTRIBUTION OF SETTLEMENTS AND COMMUNITY CENTERS,
MAY 31, 1948 to JUNE 1, 1949

LEGEND:
Number members served per
100 population, 1940

- 6.2 Ward 1 Highest
- 5.0 Ward 3 High
- 4.0 Ward 2 Average
- 4.0 Ward 4 Average
- 3.0 Ward 6 Low
- 2.7 Ward 5 Lowest
- Uninhabited

Mean: 4.1

Note: Figures indicate ward numbers
Source: Compiled from agency records.
63, 64, 65 and 66. This depends upon the nature of the program carried on.

The concentration of members is highest in the 1st Ward in two of the four settlement type agencies. The Phillis Wheatley program serves its greatest percentage in the 2nd Ward. In the 4th Ward there is a high degree of membership. These areas are high in Negro population. Areas of high concentration in the other settlement type agencies vary considerably with each. The Neighborhood House renders an average degree of service in the 2nd Ward. The Salvation Army draws a large proportion of its members from the ward in which the building is located. The 6th Ward receives an above average degree of service from the Catholic Community Center. The highest degree of services are rendered to the 1st Ward. One may assume that the Catholic population is high in this Ward, although data to substantiate this were not available.

The areas receiving the least amount of services from the settlement and community center type of agencies are the 5th and 6th Wards, in which the social index suggests the least need.

The areas of average concentration vary in each agency.

The picture changes in examining the maps showing the membership distribution of the YMCA-YWCA and the
MAP 14

MEMBERSHIP DISTRIBUTION OF PHILLIS WHEATLEY ASSOCIATION,
MAY 31, 1948 to JUNE 1, 1949

LEGEND:
Number members served per
100 population, 1940

- 8 Ward 2 Highest
- 8 Ward 4 Highest
- 4 Ward 1 Average
- 4 Ward 3 Average
- 1 Ward 5 Low
- 0 Ward 6 Lowest
Uninhabited

Mean: .4

Note: Figures indicate ward numbers
Source: Compiled from agency records.
MAP 15

MEMBERSHIP DISTRIBUTION OF CATHOLIC COMMUNITY CENTER
MAY 31, 1948 to JUNE 1, 1949

LEGEND:
Number members served per
100 population, 1940

3.6 Ward 1 Highest
2.9 Ward 6 Above
Average
2.8 Ward 2 Average
2.7 Ward 4 Below
Average
2.5 Ward 3 Lowest
2.5 Ward 5 Lowest
Uninhabited

Mean: 2.8

Note: Figures indicate ward numbers
Source: Compiled from agency records.
MAP 16

MEMBERSHIP DISTRIBUTION OF NEIGHBORHOOD HOUSE,
MAY 31, 1948 to JUNE 1, 1949

LEGEND:
Number members served per
100 population, 1940

1.2 Ward 1 Highest
.3 Ward 2 Average
.2 Ward 3 Below
.1 Ward 5 Average
.1 Ward 6 Low
.0 Ward 4 Lowest
Uninhabited

Mean: 0.7

Note: Figures indicate ward numbers

Source: Compiled from agency records.
MAP 17
MEMBERSHIP DISTRIBUTION OF SALVATION ARMY,
MAY 31, 1948 to JUNE 1, 1949

LEGEND:
Number members served per 100 population, 1940

- 1.8 Ward 3 Highest
- 1.0 Ward 1 Above Average
- 0.5 Ward 2 Average (Approx.)
- 0.2 Ward 3 Below Average
- 0.0 Ward 5 Lowest
- 0.0 Ward 6 Lowest
- Uninhabited

Mean: .6

Note: Figures indicate ward numbers
Source: Compiled from agency records.
membership distribution of the Scouts in Steubenville. Maps 18 and 21 on pages 68 and 71 indicate that the 5th and 6th Wards receive the greatest degree of service from these agencies. This bears out the conclusions that in areas where social conditions are better group leadership is more readily available, the parents can better afford these activities for their children, the parents are aware of the value of the program, programs are better adapted to these children and parents are more willing to work as volunteers in groups which include their children.

Maps 19, 20, 22, and 23 on pages 69, 70, 72, and 73 show the membership distribution of the YWCA, YMCA, Boy Scouts and Girl Scouts.

Map 9 on page 24 shows the locations of the YWCA Y-Teen groups. These decentralized groups bring the program to the students in the schools. Schools having these programs are located in the Wards where some degree of participation is found. Students from Wards 2 and 3 must go to schools located in Wards 1 and 4. There is little participation of the students from these wards. Wards 1 and 4 receive an average and below average amount of the YWCA's services, respectively.

The YMCA is located in Ward 3. However it is from Wards 1 and 2 that the "Y" draws the smallest number of its members.
MAP 18

MEMBERSHIP DISTRIBUTION OF YWCA - YMCA,
MAY 31, 1948 to JUNE 1, 1949

LEGEND:
Number members served per 100 population, 1940

- 6.6 Ward 6 Highest
- 4.5 Ward 5 Above Average
- 2.3 Ward 4 Average (Approx.)
- 1.9 Ward 3 Below Average
- 1.7 Ward 1 Low
- 1.3 Ward 2 Lowest
- Uninhabited

Mean: 3.0

Note: Figures indicate ward numbers

Source: Compiled from agency records.
MAP 19

MEMBERSHIP DISTRIBUTION OF YWCA,
MAY 31, 1948 to JUNE 1, 1949

LEGEND:
Number members served per 100 population, 1940

1.5 Ward 6 Highest
1.3 Ward 5 Above Average (Approx.)
.6 Ward 1 Average
.4 Ward 4 Below Average
.2 Ward 2 Lowest
.2 Ward 3 Lowest
Uninhabited

Mean: .7

Note: Figures indicate ward numbers
Source: Compiled from agency records.
MAP 20

MEMBERSHIP DISTRIBUTION OF YMCA,
MAY 31, 1948 to JUNE 1, 1949

LEGEND:
Number members served per
100 population, 1940

- 5.0 Ward 6 Highest
- 3.2 Ward 5 Above Average
- 1.9 Ward 4 Below Average
- 1.7 Ward 3 Below Average
- 1.1 Ward 1 Low
- 1.0 Ward 2 Lowest
- Uninhabited

Mean: 2.3

Note: Figures indicate ward numbers

Source: Compiled from agency records.
MEMBERSHIP DISTRIBUTION OF BOY SCOUTS AND GIRL SCOUTS
MAY 31, 1948 to JUNE 1, 1949

LEGEND:
Number members served per
100 estimated population
1949

- 12.2 Ward 6 Highest
- 8.5 Ward 5 High
- 3.3 Ward 4 Below Average
- 3.0 Ward 1 Below Average
- 2.9 Ward 2 Low
- 2.0 Ward 3 Lowest
- Uninhabited

Mean: 5.4

Note: Figures indicate ward numbers

Source: Compiled from agency records.
MAP 22

MEMBERSHIP DISTRIBUTION OF BOY SCOUTS,
MAY 31, 1948 to JUNE 1, 1949

LEGEND:
Number members per 100
estimated boy population,
1949

- 12.3 Ward 6 Highest
- 10.3 Ward 5 High
- 8.5 Ward 4 Above
Average
- 6.8 Ward 2 Below
Average
- 3.5 Ward 1 Low
- 3.2 Ward 3 Lowest
- Uninhabited

Mean: 6.4

Note: Figures indicate ward numbers

Source: Compiled from agency records.
MAP 23

MEMBERSHIP DISTRIBUTION OF GIRL SCOUTS,
MAY 31, 1948 to JUNE 1, 1949

LEGEND:
Number members served per 100 estimated girl population, 1949
- 12.2 Ward 6 Highest
- 7.5 Ward 5 Above Average
- 2.7 Ward 1 Below Average
- 2.5 Ward 4 Below Average
- 2.3 Ward 2 Low
- 1.0 Ward 3 Lowest
- Uninhabited

Mean: 4.7

Note: Figures indicate ward numbers
Source: Compiled from agency records.
Meeting places of the Girl Scouts and Boy Scouts in Steubenville help to tell the story with regard to the areas of greatest service of the Scouts. The meeting places are almost identical for both groups. This is illustrated by Map 9 on page 24. In an analysis of Map 21 on page 71 the greatest concentration of members is in Wards 5 and 6. It will be noted that the highest concentration is found in Ward 6. A below average degree of concentration is found in Wards 1 and 3 for both groups. A low area of concentration is Ward 2. The lowest area of concentration is Ward 3. The two organizations vary to some extent in the location of their groups as will be noted in examining Maps 22 and 23 on pages 72 and 73. Members of the Scouts from the 1st Ward are "imported" since it is the only ward not having troops. The Boy Scout membership is low in this Ward, although the Girl Scouts have a below average number of members from this area. The lowest number of Girl Scouts and Boy Scouts are found in Ward 3. An identical degree of services are rendered to the youth in the 5th and 6th Wards. Ward 2 receives a low degree of services from the Girl Scouts. It is in this area that the Boy Scouts reach a below average degree of members. In Ward 4 the Girl Scouts render below average degree of service while this area reaches an above average degree in the Boy Scouts.
CHAPTER IV

SUMMARY AND RECOMMENDATIONS

Since February 14, 1805, Steubenville, Ohio has grown to 37,651 persons, according to the 1940 United States Census figures. With approximately 4,480 acres the average is 8.5 persons per acre. The largest percentage of the population is found in the upper age brackets. The growth of population of Steubenville has almost reached a leveling off stage and within a few years will probably decline, particularly as the surrounding areas become more developed.

Of the 37,651 people, 12.22 per cent of the population are foreign-born. The foreign born population is not confined to any one area.

The largest percentage of Negro population is found in the downtown areas, the 1st, 2nd, 3rd and 4th Wards. Of the total population 7.5 per cent is Negro.

The Composite Social Index shows that the areas of greatest need are the 1st and 2nd Wards. This the oldest part of the city and also the area in which the steel mills are located. The business district is of below average rank in social need, while the newly developed residential areas are naturally the "best", that is, showing the least social need.
The city has eight youth serving agencies: Phillis Wheatley Association, Catholic Community Center, Salvation Army, Neighborhood House, YMCA, YWCA, Boy Scouts and Girl Scouts. Taken as a whole they serve all parts of the city. The greatest percentage of participation is from the 5th and 6th Wards, the lowest percentage of participation is found in the 2nd and 3rd Wards, while the 1st and 4th Wards receive a medium amount of services.

The youth membership above shows almost the same distribution, with the 5th and 6th Wards receiving the highest degree of services. The 1st and 2nd Wards are areas of lowest concentration of services. The 3rd and 4th Wards are again in the medium bracket.

Of the eight agencies the Catholic Community Center has 1,378 members and the YMCA has 1,110 members. Twice as many members are included in these two agencies as there are members in the remaining six agencies.

The settlement type agencies lead with the highest total of members, rendering the greatest degree of services to the 1st Ward, in which the social index is the lowest.

The Phillis Wheatley Association and Girl Scouts are the only agencies providing services to Negroes. In the settlements 8.3 per cent are Negroes and in the Scouts 11.85 per cent are Negro youth.

Of the entire population of Steubenville 71.8 per cent
is Protestant, while 26.6 per cent of the population is Catholic and 1.6 per cent Jewish. Of those participating in these agencies who reported their religious affiliation, 38.0 per cent indicated Protestant affiliation, 59.0 per cent Catholic, and 2.0 per cent Jewish.

The statistics show that the agencies as a whole serve best the 12 to 17 year age group. Those under 12 years of age are the second largest percentage of members.

The YMCA–YWCA serve the largest number in the 25 to 64 age group. The 47.2 per cent in this age group are served by the YMCA. The YWCA provides no program for the older age group.

Of the YWCA's program 75.2 per cent of their services are directed to the pre-adolescent and adolescent age groups.

The Boy Scouts and Girl Scouts serve the youth on a basis of relatively equal distribution. The Girl Scout membership is more in the younger age group, while with the Boy Scouts the largest group is 12 to 17 years. The records of the Girl Scouts indicate that there are no girls participating in Girl Scouts beyond 17 years of age. The Boy Scouts have .6 per cent of their membership in the 18 to 24 year group.

Concerning the areas served by the agencies, 82.1 per cent of the total participants are residents of Steubenville. Those who live in adjacent areas: Wintersville,
Mingo Junction and Toronto, Ohio, constitute 11.2 per cent, and 1.7 per cent of the participating memberships come from the township areas.

Steubenville has the highest percentage of membership in the settlement type agencies, while the areas adjacent to Steubenville and the township areas receive their greatest proportion of services from the YMCA-YWCA.

This study of the group work agencies in Steubenville has led the writer to suggest the following considerations for the improvement of these services:

1. That the Phillis Wheatley Association extend its program to the male Negro population.

2. That the Catholic Community Center develop a program for the older age group.

3. That the Catholic Community Center broaden its program to include persons of other religious faiths.

4. That the Girl Scouts develop a program for Senior Girl Scouts.

5. That both Boy Scouts and Girl Scouts organize troops in the 1st Ward.

6. That the Boy Scouts and Girl Scouts organize troops in the Catholic churches or schools and in the Jewish synagogues to reach more of the Catholic and Jewish population.

7. That the YMCA provide program opportunities for
Negro youth.

8. That the YWCA expand its program to meet the needs of the older age group.

9. That the YWCA provide program opportunities for the Negro girl.

10. That a Council of Social Agencies be organized in Steubenville to stimulate social planning and develop a program of broader scope in the agencies through a discussion of these and other problems.
BIBLIOGRAPHY


Page, Walter, "An Analysis of Seven Gra-Y Clubs of the Young Men's Christian Association of Columbus, Ohio." Unpublished Master's thesis, Ohio State University, Columbus, Ohio, 1939. 70 pp.

