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**ATLANTA JEWISH FEDERATION**

**YEAR  
2000**

**ENVIRONMENTAL SCAN**

***Dr. William E. Schatten, President  
Atlanta Jewish Federation  
Gerald H. Cohen, Chairman  
Year 2000 Committee***

***Prepared by Laurie B. Dopkins, Ph.D  
December, 1988***

## **PREFACE**

*When Atlanta Jewish Federation leadership decided to commission a demographic study in 1982, most knew that the Jewish community had grown beyond the 35,000 figure which had been used as a population estimate. Many were surprised to learn, however, that the population had grown to about 60,000, according to the Metropolitan Atlanta Jewish Population Study (MAJPS) report published in 1985, and was continuing to grow at least as rapidly, if not more so, than the general population. Anecdotal evidence -- the locations of new members of the community -- even suggests that the northern suburbs may be growing at a faster rate than trends based upon MAJPS data. This degree of growth motivated Federation leadership to undertake a strategic planning effort focusing on the long range needs of community and how to meet them.*

*Growth implications and communal responses to them are the subject of study by the Year 2000 Committee task forces. Each task force has collected data from a variety of sources to help define pertinent issues, learn how other communities address similar problems, and prepare recommendations. A principle source of information for the task forces is this Environmental Scan.*

*The purpose of the Scan is to identify significant trends which are expected to effect the Jewish community through the year 2000. The trend projections are based upon data prepared by the Atlanta Regional Commission and presented in the Metropolitan Atlanta Jewish Population Study. As with all such documents, its value will be judged by its ability to withstand the test of time, but there is no doubt that the Scan is a valuable contribution to the current planning effort.*

*December 1988*

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a generous contribution from the Bachman Fund.**



# ENVIRONMENTAL SCAN

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## **SUMMARY OF SIGNIFICANT TRENDS**

### **YEAR 2000 ENVIRONMENTAL SCAN**

#### **Population Size and Residence**

☆☆☆Assuming that the Jewish population grows at the same rate as the general population, we forecast a Jewish community of 67,574 persons by 1990, 72,196 by 1993, and by the year 2000 the Jewish population will reach 82,983. This is an increase of 23,899 people in just 16 years (a 40% rate of growth, or 2.5% annually).

☆☆☆When households are the unit of analysis this same trend can be seen in even more stark form. Considering the Atlanta region as a whole, the number of Jewish households will increase dramatically from 26,155 in 1984 to 35,556 in 1993 to 43,225 in the year 2000. This amounts to 17,010 new Jewish households in the 16 year period (a 65% growth rate, or 4% annually).

☆☆☆While most Jews will continue to live in the two 'older' counties of DeKalb and Fulton, the rate of growth will be most rapid in the two 'newer' counties of Cobb and Gwinnett. This trend toward greater geographic dispersion suggests that new Jewish neighborhoods are likely to emerge over the next twelve years.

☆☆☆The increasing size of the Atlanta Jewish population, whether measured by persons or households, is likely to strain existing service delivery systems. The communities in the outer suburbs in particular will require new and/or expanded services and facilities due to their substantial increases in population.

#### **Age Distribution**

☆☆☆When compared to the general population, the age distribution of the Jewish community reveals a disproportionately greater number of elderly persons and fewer children and youth. Since the Jewish elderly population will continue to grow rapidly, while the subpopulation of Jewish children and youth will increase at a slower rate, this relative imbalance will continue to characterize the Jewish community through the end of this century.

☆☆☆There are some very important differences in the age distribution within the five major residential areas for Jews. We forecast at least some growth in the population of Jewish children and youth for all areas except the city of Atlanta, which will experience a net loss. The highest absolute number of Jewish youth will continue to be found in DeKalb county but the rate of growth here is moderate.

☆☆☆By the early 1990's there will be more Jewish children and youth living in the parts of Fulton county outside the city of Atlanta than residing within the city limits. The same holds true for Cobb county. Although Gwinnett has the smallest number of Jewish children and youth, it has the highest growth rate, giving it a rather sizable sub-population of Jewish young by the year 2000.



☆☆☆With respect to the Jewish elderly, four of the five major residential areas will experience some growth. The exception is the city of Atlanta which in effect remains constant. In DeKalb county the number of Jewish elderly will increase at a relatively moderate rate. The most rapid rates of growth will occur in the 'newer' areas of Fulton outside the city limits, Cobb and Gwinnett counties.

☆☆☆ While in terms of absolute numbers the great majority of Jews will continue to reside in the 'older' areas, an increasingly large proportion of Jews of all ages will be located in the 'newer' high growth areas in the periphery.

## **Migration**

☆☆☆The rapid growth of Atlanta's Jewish population, like the general population, can largely be attributed to migration. Most of the Jewish migrants come from the Northeast and Midwest --regions which have historically had relatively large, well established Jewish communities.

## **Family Characteristics**

☆☆☆The trend toward a proliferation of small households signifies a dramatic change in family structure. Given that marriage represents the 'traditional' family form in our society, it is evident that a substantial portion of the Jewish community has an 'alternative' family structure.

☆☆☆With the largest non-traditional marital status being 'single', it is not surprising to see that more than half of Jewish homes have no children present. Of those households with children, nearly half have just one child. The traditional family with two or more children can be found in less than one-quarter of Jewish households and some of these have but one parent present.

☆☆☆Children are often the link between adult Jews and the organized Jewish community. Childlessness, few children, single parents, divorced parents — all suggest reduced motivations or opportunities for involvement. Meaningful new programs and services directed at the growing sub-population of non-traditionals will have to be developed if this segment of the community is to be brought into the mainstream of Jewish life.

## **Education**

☆☆☆ Reinforced by the steady stream of new residents, we project even higher levels of educational attainment in the Jewish population, since the migrants are usually young and college educated (often with advanced degrees as well). This shared higher educational experience amongst the great majority of Jewish adults can provide needed cohesion to the community.

## **Employment**

☆☆☆ Given such high educational attainment, it is not surprising to find a strong attachment to



the labor force in the Jewish population among both men and women. More than half of all spouses are employed, most working full-time.

☆☆ Occupationally, nearly two-thirds of the Jewish workers are professionals or managers. Another quarter can be found in the other White Collar occupational categories of Sales, Clerical and Technical.

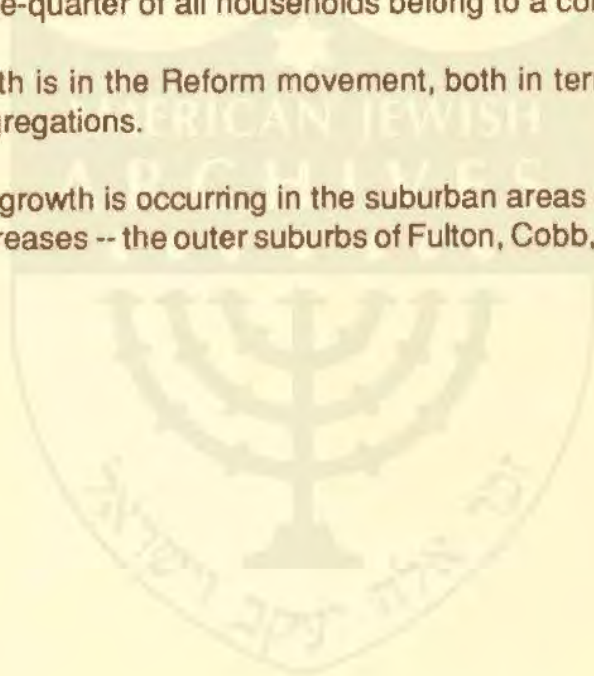
☆☆ In the context of the Atlanta regional economy, all of these strata are likely to expand. As a result, the Jewish community would appear to be well situated economically for the future. Indeed, given the higher educational attainment and career tracks being pursued, the Jewish population is likely to be quite prosperous.

### **Synagogue Membership**

☆☆ Slightly more than one-quarter of all households belong to a congregation.

☆☆ The most rapid growth is in the Reform movement, both in terms of membership and establishment of new congregations.

☆☆ Geographically, this growth is occurring in the suburban areas which are experiencing the greatest population increases -- the outer suburbs of Fulton, Cobb, and Gwinnett counties.





## INTRODUCTION

### PURPOSE AND ORGANIZATION OF THE REPORT

The purpose of this report is to make projections about the Jewish community of Atlanta in the years 1993 and 2000. Forecasts are only as good as our information about the present and knowledge of the future. To compensate for gaps in the knowledge base, forecasters make assumptions about the present and/or future. For example, the most complete information available on the Jewish community in Atlanta is the Metropolitan Atlanta Jewish Population Study (MAJPS)<sup>1</sup>. Although this study has some methodological weaknesses, we assume that it is an accurate description of the Jewish population at that moment in time. The findings from the Population Study form the starting point for the projections made in this report.

What about our knowledge of the future? Here too we must make assumptions about the economy (globally, nationally, regionally, locally), family life, religious affiliation, and so on. For example, in order to project how large the Jewish population will be in the year 2000, we need to know what the annual rate of growth will be. There are four factors which combine to produce a change in the size of a given population: births, deaths, in-migration and out-migration. These data are not currently available for the Jewish population of Atlanta. The Atlanta Regional Commission (ARC), however, has created such a data base for the general population<sup>2</sup>. By extrapolating from the ARC forecasts we can make projections for the Atlanta Jewish community. A second major assumption then is that the Jewish population does not differ in any significant ways from the general population.

When we compare these two populations a contradictory picture emerges. On the one hand, the Jewish population is older (median age is 33.2, as compared to 31.1 for the population as a whole); has a greater proportion of elderly (8.7% age 65 or older, as compared to 7% for the general population); has fewer young people (24% under age 19, as compared to 32% of the general population); and has a smaller average household size (2.26 Jews, as compared to 2.74 persons in the general population). Taken together, these findings suggest that in terms of natural increase (births and deaths), the Jewish community will grow more slowly than the general population.

However, when we consider migration, the other major component of population change, it appears that the Jewish population will increase at an accelerated rate. This is because Jews tend to be over-represented in the professional/managerial occupations and white-collar industries which will undergo the greatest expansion in the next twelve years. Therefore, the Jewish in-migration rate is likely to exceed that of the general population. Finally, there is little out-migration within the Jewish or general population.

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<sup>1</sup>Atlanta Jewish Federation. Metropolitan Atlanta Jewish Population Study: Final Report. Atlanta, GA : 1985

<sup>2</sup>Two ARC publications are utilized in this Report. They are: Atlanta Regional Commission, Regional Development Plan: Census Tract Forecasts, Atlanta, GA: 1985 and Atlanta Regional Commission, Regional Development Plan: Census Tract Forecasts, Atlanta, GA 1987.



In summary, the Jewish population tends to have a slower rate of natural increase but a more rapid rate of in-migration. Since these differences in population dynamics work at cross-purposes, it is possible to link Jewish population growth to the population as a whole. Thus, whenever possible, ARC forecasts have been used to make projections about the Jewish community.

Unfortunately, the data from ARC are limited to basic socio-demographic and economic concerns. When it comes to such areas as family life and religious affiliation, there is no larger data base to which we can refer. In effect, we have no knowledge of the future, only of the present. Therefore, we must assume no change and offer a projection based simply on population growth.

Finally, the reader is advised to focus more attention on the trends being forecast than on the absolute numbers as such. The reason for this caution is that while the real numbers five and twelve years down the road will surely be either greater or lesser than those predicted here, the underlying trends are likely to hold true.

The report is divided into three sections.

Part I begins by addressing the questions of how large the Jewish population will be and where Jews will be living in the Atlanta region. This is followed by a social profile of the Jewish community focusing on age, migration, and family characteristics.

Part II provides an economic profile of the Jewish community with attention given to education and employment.

Part III offers a religious profile by examining three aspects of synagogue membership: affiliation, denomination, and location in the Atlanta region.

## **THE ATLANTA METROPOLITAN REGION**

According to the Atlanta Regional Commission (ARC), "the mid-1980's have proved to be the most rapid growth period in the history of the Atlanta region" (1987:5). Although this unprecedented high rate of growth is unlikely to be sustained over the next decade, the ARC does predict that the regional economy and population will continue to expand. By the year 2000, the Atlanta region will have over 3 million people and nearly 2 million jobs, a projected growth of 1.2 million persons and 1 million jobs since 1980.

There are 4 important trends which impact directly on the Atlanta Jewish community. These are:

1. By the year 2000, three-quarters of all employment will be accounted for by the four major white-collar employment sectors in which most Jews work: wholesale and retail trade (27.5%); services (24.7%); government (14.5%); finance, insurance, real estate (9.1%). [Source: ARC, 1987, Table 1.]



2. With an expanding economy comes a growing population and migration is the principal source of new labor. In the decade of the 1980's, 71% of the metropolitan Atlanta population growth can be attributed to migration. It is projected that this will decline slightly in the next decade to 60.5%. [Source ARC, 1987, Table 6.] A continued influx of younger, better educated persons means that the Jewish population of Atlanta is likely to continue to experience rapid growth.

3. The Atlanta region is also growing spatially --reaching outward, both in terms of residence and employment. The ARC forecasts growth for all seven counties in the metropolitan region, with the fastest growing areas being North Fulton, North-West Gwinnett and North-East Cobb counties. [Source: ARC, 1987, p.21.] It is likely that the Jewish population in these northern suburbs will also increase substantially.

4. Average household size is expected to continue its descent from 2.74 in 1980 to 2.45 in the year 2000. [Source: ARC, 1987, Table 8.] This sharp decline represents larger socio-economic changes affecting family life -- delayed marriage, childless couples, fewer children, divorce, single parents. All of these developments are likely to be reflected in the Jewish community.

These general trends and their implications for the Jewish community in Atlanta will be examined in greater detail below.





## **PART I. SOCIO-DEMOGRAPHICS**

### **POPULATION SIZE AND RESIDENCE**

The 1984 Population Study found that Atlanta's Jewish community comprised 59,084 persons or 2.9% of the total regional population of 2,032,000. Assuming that the Jewish population grows at the same rate as the general population, we forecast a Jewish community of 67,574 by 1990, 72,196 in 1993, and by the year 2000 the Jewish population will reach 82,983. [See Table 1.] This is an increase of 23,899 people in just 16 years (a 40% rate of growth, or 2.5% annually).

Table 1 elaborates upon this projected population growth by county. Note that since we are assuming Jewish population growth to be the same as the general population, the proportion Jewish in each county remains the same. However, the absolute number of Jews increases most significantly in those counties projected to experience the greatest population growth.

Compare, for example, DeKalb and Fulton Counties to Cobb and Gwinnett. While most Jews live in the two 'older' counties and will continue to do so through the year 2000, the trend is toward greater geographic dispersion. Thus, in 1984, 80% of Jews lived in either DeKalb or Fulton (47,459 out of 59,084), but this decreases to 72% in the year 2000.

While all four counties experience an increase in the Jewish population, the rate of growth is most rapid in the two 'newer' counties (78% in Cobb and 115% in Gwinnett). This suggests that new Jewish neighborhoods are likely to emerge, while the existing 'outposts' in the outer suburbs are strengthened.

When households are the unit of analysis, this same trend can be seen in even more stark form. [See Table 2.] First, considering the Atlanta region as a whole, the number of Jewish households will increase dramatically from 26,155 in 1984 to 35,556 in 1993 to 43,225 in the year 2000. This amounts to 17,010 new Jewish households in the 16 year period (a 65% growth rate, or 4% annually).

A significant increase in the number of Jewish households is evident in all four counties. Yet the rate of growth is uneven, with Cobb (95%) and Gwinnett (142%) undergoing the most rapid growth, as compared to DeKalb (37%) and Fulton (39%). This means that the proportion of Jewish households located in the core counties of Fulton and DeKalb declines from 82% in 1984 (21,349 of 26,155) to 68% in the year 2000 (29,524 of 43,225).



**Table 1. Projected Population Growth by County, Atlanta Region**

	<u>Total</u>	<u>Jewish</u>	<u>(% Jewish)</u>
<b>Regional Total</b>			
1984-5	2,032,000	59,084	(2.9)
1990	2,373,000	67,574	
1993	2,583,672	72,196	
2000	3,080,000	82,983	
<b>DeKalb County</b>			
1984-5	511,000	23,097	(4.5)
1990	550,000	24,750	
1993	574,600	25,857	
2000	632,000	28,440	
<b>Fulton County</b>			
1984-5	630,400	24,362	(3.9)
1990	683,000	26,363	
1993	719,900	27,789	
2000	806,000	31,116	
<b>Cobb County</b>			
1984-5	374,000	8,337	(2.2)
1990	476,000	10,614	
1993	533,000	11,885	
2000	666,000	14,851	
<b>Gwinnett County</b>			
1984-5	249,600	2,031	(0.8)
1990	346,000	2,802	
1993	404,500	3,276	
2000	541,000	4,382	
<b>Remaining Counties*</b>			
1984-5	267,000	1,257	(0.5)
1990	318,000	3,045	
1993	353,100	3,390	
2000	435,000	4,194	

Sources: ARC, 1987, Table 1 for total population projections and MAJPS, Table 2 for 1984 Jewish population estimates by county. Projections computed assuming that the Jewish population grows at the same rate as the total population. Total population is for 1985, while Jewish population is for 1984.

\* The remaining counties include Clayton, Rockdale and Douglas.



**Table 2. Projected Household Growth by County, Atlanta Region**

	<u>Total</u>	<u>Jewish</u>	<u>% Jewish</u>
<b>Regional Total</b>			
1984-5	746,899	26,155	(3.5%)
1990	922,000	32,270	
1993	1,015,900	35,556	
2000	1,235,000	43,225	
<b>DeKalb</b>			
1984-5	188,565	9,990	(5.3%)
1990	216,000	11,448	
1993	228,900	12,132	
2000	259,000	13,727	
<b>Fulton</b>			
1984-5	243,848	11,359	(4.66%)
1990	277,000	12,908	
1993	295,600	13,775	
2000	339,000	15,797	
<b>Cobb</b>			
1984-5	138,729	3,368	(2.43%)
1990	186,000	4,520	
1993	211,200	5,132	
2000	270,000	6,561	
<b>Gwinnett</b>			
1984-5	85,956	828	(0.96%)
1990	130,000	1,248	
1993	153,700	1,475	
2000	209,000	2,006	
<b>Other Counties*</b>			
1984-5	89,771	610	(0.68%)
1990	113,000	768	
1993	126,500	860	
2000	158,000	1,074	

Sources: ARC, 1987, Table 1 for total population projections and MAJPS, Table 2 for 1984 Jewish population estimates by county. Projections computed assuming that the Jewish population grows at the same rate as the total population. Total population is for 1985, while Jewish population is for 1984.

\* The remaining counties include Clayton, Rockdale and Douglas.



In summary, two different measures of population size are examined: number of persons and number of households. Strictly speaking, population refers to people and in terms of Jewish persons the projected rate of growth is 2.5% annually between 1985 and 1993, falling to 2.1% annually between 1994 and the year 2000. Because of fewer persons living in each household, however, we forecast a more rapid growth in the number of Jewish households -- 4% annually from 1985 to 1993, declining to 3.1% annually in 2000.

The increasing size of the Atlanta Jewish population, whether measured by persons or households, is likely to strain existing service delivery systems. The communities in the outer suburbs in particular will require new and/or expanded services and facilities due to their substantial increases in population.

## **AGE DISTRIBUTION**

ARC predicts that the median age for the Atlanta region will increase by only 1.5 years from 31.1 in 1985 to 32.6 in the year 2000 (1987, Table 7). This suggests that the natural aging of the population will be offset by births and the in-migration of young people.

The 1984 population study found the Jewish median age to be slightly higher than the general population (33.2 years). This is reflected in the age distribution by the disproportionately greater number of Jewish elderly (4%) and fewer children and youth (2.5%). [See Table 3]. Furthermore, the Jewish elderly population will continue to grow rapidly, increasing from 5,132 in 1984 to 8,452 in 2000 (rate of growth is 65%, or 4% annually). The sub-population of Jewish children and youth will also increase -- from 14,487 in 1984 to 19,286 in 2000, but at a slower rate (33%, or 2% annually).

There are very important differences in the age distribution within the five major residential areas for Jews. First, we forecast at least some growth in the population of Jewish children and youth for all areas except the city of Atlanta which will experience a net loss of 475 young people between 1984 and 2000. The highest absolute number of Jewish youth will continue to be found in DeKalb county but the rate of growth here is uneven, initially falling in 1990 and then rising to 5,534 in the year 2000 (a growth rate of 2.6%, or .16 annually).

For the portions of Fulton county outside the city of Atlanta, the sub-group of Jewish young people will show a steady and rapid increase from 2,172 in 1984 to 3,765 in 2000 (growth rate is 73%, or 4.6% annually). Indeed, by 1993 there will be more Jewish children and youth living in the parts of Fulton county outside the city of Atlanta than residing within the city limits. The same development is found in Cobb county -- a rapid increase of Jewish young people (rate of growth is 57%, or 3.5% annually) such that Cobb surpasses the city of Atlanta by 1990. Finally, although Gwinnett has the smallest number of Jewish children and youth, it has the highest growth rate (145% or 9% annually), giving it a rather sizable sub-population of Jewish young (1,916 persons) by the year 2000.

With respect to the Jewish elderly, four of the five major residential areas will experience some growth. The exception is the city of Atlanta which in effect remains constant (.3%). In DeKalb county, the number of Jewish elderly will increase from 2,101 in 1984 to 3,418 in the year 2000



(rate of growth is 63%, or 4% annually).

The most rapid rates of growth, however, will occur in the 'newer' areas of Fulton outside the city limits (142%), Cobb (146%) and Gwinnett (159%) counties. Thus, while the great majority of Jewish aged will continue to reside in the 'older' areas, an increasingly large proportion of Jewish elderly will be located in the 'newer' high growth areas in the periphery. In 1984, only 559 of the 5,132 Jewish elderly lived outside DeKalb and the city of Atlanta (11%), as compared to 2,477 of 8,452 by the year 2000 (29%).

For the Atlanta region as a whole, we project a slight shift in the overall age structure of the Jewish community away from children and towards the elderly. The proportion of young will decline from 24.5% in 1984 to 23.3% in 1993 and hold constant for the remainder of the decade. The elderly, on the other hand, will increase from 8.6% of the population to 10.3% in 1993 and then remain steady through the year 2000.

This development implies a moderate 'graying' of the Jewish population. However, the steady influx of young adults into the Atlanta metropolitan area modifies this trend for, throughout the 16 year period, two-thirds of the Jewish community falls into the 19-64 age range.

The expansion of services in the outer suburbs needs to be targeted to all age groups -- the young, adults in their middle years, and the elderly -- for the ranks of each are growing rapidly. With respect to the older communities in the urban core, new resources may be required but, more importantly, the current allocation of resources and programing mix will have to be modified to meet the needs of an aging Jewish population.

**Table 3. Projected Age Distribution by County, Atlanta Region**

	<u>Total</u> <u>0-19</u>	<u>Total</u> <u>65+</u>	<u>Jewish</u> <u>0-18</u>	<u>Jewish</u> <u>65+</u>
<b>Regional Total</b>				
1980/84	569,508	126,720	14,487	5,132
1990	621,769	171,081	15,792	6,843
1993	663,030	183,147	16,841	7,417
2000	759,306	211,302	19,286	8,452
<b>DeKalb</b>				
1980/84	150,438	32,246	5,392	2,101
1990	141,777	44,104	5,076	2,871
1993	145,622	46,627	5,213	3,035
2000	154,592	52,514	5,534	3,418
<b>Atlanta</b>				
1980/84	127,376	46,973	3,194	2,472
1990	111,545	48,855	2,789	2,570
1993	110,707	48,783	2,768	2,566
2000	108,750	48,616	2,719	2,557
<b>Fulton (ex. Atl.)</b>				
1980/84	48,866	11,831	2,172	280
1990	61,288	20,246	2,697	480
1993	68,340	22,737	3,034	539
2000	84,793	28,548	3,765	677
<b>Cobb</b>				
1980/84	95,847	15,722	2,455	140
1990	117,676	27,201	3,012	242
1993	127,435	30,670	3,262	273
2000	150,205	38,765	3,845	345
<b>Gwinnett</b>				
1980/84	58,362	8,108	782	80
1990	94,621	13,608	1,268	134
1993	109,144	15,803	1,463	156
2000	143,031	20,925	1,916	207
<b>Other Counties*</b>				
1980/84	88,619	11,840	492	59
1990	94,862	17,067	950	546
1993	101,782	18,527	1,101	848
2000	117,935	21,934	1,507	1,248

Sources: ARC, 1985, Table 2 for total population projections and MAJPS, Tables 8 & 10 for 1984 Jewish population estimates by county. Projections computed assuming that the Jewish population grows at the same rate as the total population. Total population is for 1980, while Jewish population is for 1984.



## **MIGRATION**

The rapid growth of Atlanta's Jewish population, like the general population, can largely be attributed to migration. The 1984 Population Study found a total population growth of 4% annually and 2.75% of the increase was due to migration (68.7%). [MAJPS, 1984, p.66.] In concrete terms, this means that of the 13,112 persons added by 1993, 9,008 are new to the Atlanta metropolitan area.

The ARC projects that net migration will decline in the 1990's to 60.5% of total population growth. [ARC, 1987, Table 6.] Using this estimate, we project 6,526 new residents between 1994 and the year 2000.

Most of the Jewish migrants come from the Northeast (46.2%) and Midwest (15.3%) -- regions which have historically had relatively large, well-established Jewish communities. The remaining 39% come largely from the Southeast (26.9%) or are foreign-born (9.2%). [MAJPS Table 37.]

This creates an interesting paradox. On the one hand, the great majority of Atlanta's Jews were born elsewhere (81.8%) and are likely to arrive with few, if any, ties to the local Jewish community. On the other hand, insofar as the new residents come from communities possessing a strong Jewish identity, there is significant potential for their integration. The challenge will be to find and identify the newcomers -- a task made more difficult by their propensity to move and disperse throughout the Atlanta metropolitan area.

## **FAMILY CHARACTERISTICS**

The ARC forecasts a steady decline in the average size of households for the Atlanta region -- from 2.74 persons in 1980, to 2.53 persons in 1990, to 2.45 persons in 2000. [ARC, 1987, Table 8.]. The 1984 Population Study found a mean household size of 2.26 in the Jewish community. Assuming a similar rate of decline, we can project an average household size of 2.16 in 1990 and 2.01 in the year 2000.

This trend toward a proliferation of small households signifies a dramatic change in family structure. The 1984 Population Study found that only two-thirds of Principal Wage Earners (PWE) were married. [See Table 4]. Given that marriage represents the 'traditional' family form in our society, it is evident that a substantial portion of the Jewish community has an 'alternative' family structure. In absolute terms these 'non-traditionals' numbered 8,814 in 1984, rise to 10,771 in 1993 and by the year 2000 reach 12,267.



**Table 4. Projected Marital Status of Principal Wage Earners, Atlanta Region**

<u>Marital Status</u>	<u>1984</u>	<u>1993</u>	<u>2000</u>	<u>(%)</u>
Married	17,341	21,191	24,348	(66.3)
Widowed	1,805	2,206	2,535	(6.9)
Separated	26	32	37	(.1)
Divorced	2,720	3,324	3,819	(10.4)
Single	4,185	5,114	5,876	(16.0)
Other	78	95	109	(.3)
Total	26,155	31,962	36,615	(100)

Source: MAJPS, 1984, Table 13. It is assumed that the Principal Wage Earner sub-group will grow at the same rate as the general population, namely a 22.2% rate of growth from 1984 to 1993 and a 14.9% rate of growth from 1994 to 2000. These projections further assume that the proportion of PWE's in each marital category remain constant.

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These are, in all likelihood, conservative estimates, for they do not take into account the changing distribution of PWE's across the marital categories. For example, if the divorce rate increases, then our forecast of 3,324 divorced PWE's in 1993 and 3,819 in 2000 will be too low.

The largest non-traditional marital status is 'single', encompassing 16% of all PWE's. Single here means never married and this category will increase from 4,185 in 1984 to 5,114 in 1993 and 5,876 by the year 2000.

Table 5 shows the age composition of the singles population. Note that the unit of analysis has shifted from Principal Wage Earner to all persons 20 years old and over. Furthermore, the meaning of the term 'single' has changed and now includes all adults not currently married.

Looking first at the adults age 50 and over (17.5%), the findings from other studies suggest that being single to most of them is a relatively permanent status. Whether never married, divorced or widowed, few will (re)marry.



**Table 5. Projected Singles by Age, Atlanta Region**

<u>Age</u>	<u>1984</u>	<u>1993</u>	<u>2000</u>	<u>(%)</u>
20-29	7,075	8,646	9,934	(45.8)
30-39	3,636	4,443	5,105	(23.5)
40-49	2,026	2,476	2,845	(13.1)
50-59	633	810	931	(4.3)
60-69	896	1,095	1,258	(5.8)
70+	1,149	1,404	1,613	(7.4)
Total	15,445	18,874	21,686	(100)

Source: MAJPS, 1984, Table 18. It is assumed that the Singles subgroup will grow at the same rate as the general population, namely a 22.2% rate of growth from 1984 to 1993 and a 14.9% rate of growth from 1994 to 2000. These projections further assume that the proportion of singles in each age category remains constant.

The opposite is the case for the youngest group, those in their 20's. Here being single is most often a temporary status -- marriage is delayed so that education and career can receive primary attention.

The meaning of being single is least clear for the rather sizable group in the middle (36.6%). Marriage or remarriage, as the case may be, is less likely to seem so inevitable; increasingly, marriage is no longer being postponed but foregone; being single becomes a permanent status.

Given the large single population, it is not surprising to see that more than half (56.2%) of Jewish homes have no children present. [See Table 6]. In 1984, this amounted to 14,699 households, by 1993 this number reaches 19,976 and in the year 2000, 24,291 Jewish homes will be childless.

Of those households with children, nearly half (47%) have one child. The results from other research indicate that with marriage being delayed until well into the prime child-bearing years and with both partners frequently engaged in careers, many couples will have only one child.



**Table 6. Projected Households with Children (age 23 or below)**  
**by Number of Children, Atlanta Region**

<u>Number of Children</u>	<u>1984</u>	<u>1993</u>	<u>2000</u>	<u>(%)</u>
0	14,699	19,976	24,291	(56.2)
1	5,388	7,322	8,904	(20.6)
2	4,185	5,687	6,915	(16.0)
3	1,072	1,457	1,772	(4.1)
4 or more	811	1,102	1,340	(3.1)
Total	26,155	35,544	43,222	(100)

Source: MAJPS, 1984. Table 12. It is assumed that households with children will grow at the same rate as the general population namely a 35.9% rate of growth from 1984 to 1993 and a 21.6% rate of growth from 1994 to 2000. These projections further assume that the proportion of households in each category remain constant.

The traditional family with two or more children can be found in 23.2% of Jewish households. Some of these, however, are likely to have only one parent present. In 1984, there were 1508 households headed by a single parent (5.7% of all households). [See MAJPS Table 17.] If we assume that this number will increase at the same pace as households generally, there will be 2049 single parent families in 1993 and 2492 in the year 2000.

Children are often the link between adult Jews and the organized Jewish community. Childlessness, few children, single parents, divorced parents all suggest reduced motivations or opportunities for involvement. Meaningful new programs and services directed at the growing sub-population of non-traditionals will have to be developed if this segment of the community is to be brought into the mainstream of Jewish life.

### **SUMMARY AND IMPLICATIONS.**

The picture that emerges is one of continued rapid population growth -- for persons and, most especially, households. Although the older core areas of Atlanta proper and DeKalb hold their own, the most dramatic increases occur in the outer suburban areas of Cobb, Gwinnett and North Fulton counties. Some policy implications of this trend are as follows:

1. Insofar as the newer neighborhoods lack Jewish communal institutions, Jews residing there are likely to have weak ties to the Jewish community.



2. These weak attachments to the Jewish community may be compounded by migration: the outer suburbs are most likely to be populated by newcomers to Atlanta, a group which already has few, if any, ties to the Jewish community.

3. As the Jewish population is dispersed throughout the metropolitan region, the older 'Jewish' neighborhoods of the core may lose their vitality and even identity. Rather than a singular Jewish community centered in Atlanta proper, there may be multiple Jewish communities each with its own communal institutions. If so, the existing institutions are likely to experience little growth and may even decline.

A second major trend concerns the different family decisions -- such as marrying later or not at all, divorcing more frequently, and having fewer or no children -- being made. The net effect is a diversity of family forms all of which are 'non-traditional'. Some policy implications of this trend are as follows:

1. Insofar as children are often the link between Jewish adults and the communal institutions, single adults and childless couples can be expected to have weak ties to the Jewish community.

2. Even among families with children, to the extent they diverge from the traditional form of two Jewish parents living with their children, their attachment to the Jewish community is likely to be weaker. Families headed by a single parent or where one parent is not Jewish are, in effect, marginalized, that is, outside the mainstream of the community.

3. Ways have to be developed to integrate these nontraditional families into the Jewish community if this growing segment of the population is not to be lost.

## **PART II. SOCIO-ECONOMICS**

### **EDUCATION**

The relatively high educational level of Atlanta's Jewish population can be seen in Table 7. More than half (56.1%) of Principal Wage Earners have completed 4 year college degrees. Given the steady stream of new residents, we project even higher levels of educational attainment, since the migrants are usually young and college educated (often with advanced degrees as well). This shared higher educational experience amongst the great majority of Jewish adults can provide needed cohesion to the community.



**Table 7. Education Attainment of Principal Wage Earners**

<u>Highest Educational Level Completed</u>	<u>Percent</u>
Did Not Graduate High School	3.7%
High School Graduate	9.5
Some College But No Degree	19.5
Associate/Junior College Degree	2.7
BA or BS	34.5
MA	10.0
Other Advanced Degree	11.6
Other Degree	8.5
Total	100

Source: MAJPS, 1984, Table 27

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## **EMPLOYMENT**

Given such high educational attainment, it is not surprising to find a strong attachment to the labor force in the Jewish population. Considering first the Principal Wage Earners, 85.1% were employed, nearly all full time. [See Table 8.] In absolute terms, we project PWE employment to rise from 22,258 in 1984 to 27,199 in 1993 and reach 31,252 in the year 2000.

Among the PWE's, the main reasons for not working are retirement (8.2%) and going to school (3.7%). Unemployment accounts for but a fraction of a per cent (.1%).

Since most PWE's are male (74.2%), spouse (and other adult) employment provides us with an approximate picture of the female labor force. Here too a strong work attachment is evident with 58.6% of spouses working, most full time. From 11,798 in 1984, spouse employment is forecast to rise to 13,751 in 1993 and 15,800 by 2000.



**Table 8. Projected Employment Status Principal Wage Earners and Spouses**

<u>Employment Status</u>	<u>1984</u>		<u>1993</u>		<u>2000</u>	
	<u>PWE</u>	<u>Spouse</u>	<u>PWE</u>	<u>Spouse</u>	<u>PWE</u>	<u>Spouse</u>
Works Full Time	20,139	7,892	24,610	9,644	28,277	11,081
Works Part Time	2,119	3,906	2,589	4,107	2,975	4,719
Student	968	1,712	1,183	2,092	1,359	2,404
Homemaker	129	4,711	158	5,757	181	6,615
Retired	2,145	1,047	2,621	1,279	3,012	1,470
Unemployed	208	362	254	442	292	508
Other	447	503	546	615	627	707
Total	26,155	20,133	31,961	23,936	36,723	27,504

Source: MAJPS, 1984, Table 28. Assumes same rate of growth as population: 1984-1993=22.2% and 1994-2000=14.9%. Further assumes no change between employment status categories.

Far fewer spouses are homemakers than are employed -- 4,711 as compared to 11,798 -- accounting for 23.4% of the total. Without a doubt, the dual career family has taken hold in the Jewish community. However, of those who work, one-third are employed part time.

Occupationally, Jews are heavily concentrated in the professions. [See Table 9.] Nearly half (48.9%) of the Jewish workforce can be found in this single category. Starting from 16,389 professionals in 1984, we project 20,027 in 1993 and 23,011 in 2000.

Managers are the second most populous occupational group (16.7%). Their numbers are projected to grow from 5,590 in 1984, to 6,831 in 1993 and reach 7,849 in the year 2000.

Taken together, 63% of the Jewish workforce are professionals or managers. Another quarter (25.7%) can be found in the other White Collar occupational categories of Sales, Clerical and Technical.

In the context of the Atlanta regional economy, all of these strata are likely to expand. As a result, the Jewish community would appear to be well situated economically for the future. Indeed, given the higher educational attainment and career tracks being pursued, the Jewish population is likely to be quite prosperous.



**Table 9. Projected Structure of Jewish Workforce by Stratum**

<u>Stratum</u>	<u>1984</u>	<u>1993</u>	<u>2000</u>	<u>% Workforce</u>
Professional	16,389	20,027	23,011	(48.9)
Managerial	5,590	6,831	7,849	(16.7)
Sales	4,762	5,819	6,686	(14.2)
Clerical and Technical	4,521	5,525	6,348	(13.5)
Blue Collar	2,262	2,764	3,176	(6.7)
Total	34,502	41,768	47,991	(100)

Source: MAJPS, 1984, Table 29. Assumes that the workforce grows at the same rate as the population: 1984-1993=22.2% and 1994-2000=14.9%. Further assumes no change between strata.

## **SUMMARY AND IMPLICATIONS**

In this part of the report, we relied exclusively on the data found in the 1984 Population Study and have made some crude projections based on overall population growth rates. It has been possible, however, to discern overall trends: high educational attainment, strong labor force attachment among both men and women, and concentration in the upper echelons of the occupational structure. Some policy implications resulting from these developments are as follows:

1. As previous research has demonstrated, extensive higher education experience can unify an otherwise disparate sub-population.
2. Similarly, a common work experience or ethos, such as that associated with the professions and management, can bind together an otherwise fragmented group.
3. Therefore, the relative economic homogeneity of the Jewish population may function as a basis of cohesion and integration for the community and offset the effects of rapid growth, dispersion, migration and diversity of family forms.

A second important economic trend concerns the relative affluence of the Atlanta Jewish community, for this has direct bearing upon potential and actual philanthropic giving. Some policy implications are as follows:



1. Commensurate with the expanding service needs of a growing and changing Jewish community are the increased financial requirements of the Atlanta Jewish Federation and its affiliated agencies.
2. To this end, it will be necessary to expand the contributor base to include the new residents of Atlanta while obtaining larger contributions from the existing donor base.
3. The relative affluence of the Jewish community suggests that such a strategy can be successful.

## **PART III. RELIGIOUS AFFILIATION**

### **SYNAGOGUE MEMBERSHIP**

Membership in Atlanta area congregations has increased from 4,735 in 1970 to 7,839 in 1988. [See Table 9.] This represents a growth rate of 65.5% over 18 years or 3.6% annually. Assuming synagogue membership continues to increase at that rate, there will be 9,250 members in 1993 and 11,581 in the year 2000. This means that slightly more than one-quarter (26%) of all households will belong to a congregation.

Growth occurred across all the denominations, with the fastest growing being the Reform congregations which nearly doubled in size from 1525 members in 1970 to 2922 in 1988 -- a 91.6% growth rate, or 5.1% annually. As a result, the proportion of affiliated Jewish households belonging to Reform congregations increased from 32.2% to 37.3% in this 18 year period. Thus, while members of Conservative synagogues were most numerous (38% of all affiliated households) in 1970, households belonging to Reform congregations were a plurality in 1988. Assuming growth continues at this same pace, the Reform Movement will comprise 39.6% of all affiliated households in 1993, and by the year 2000 this proportion will reach 43%.

The relatively smaller Traditional and Sephardic denominations have exhibited strong growth as well -- 67.1% (3.7% annually) for the Traditional and 78% (4.3% annually) in the case of the Sephardic congregations. A comparatively lower growth rate is evident among the Conservative (49.5% or 2.7% annually) and Orthodox (32.6% or 1.8% annually) congregations.

When viewed as a percentage of all affiliated households, the Conservative and Orthodox congregations actually show a decline, while the Traditional and Sephardic congregations have a slight increase. Thus, considering the years 1993 and 2000, the Conservative Movement will fall from 33% to 31.4% of all affiliated households, while the Orthodox will fall from 7.2% to 6.5% in those same years. The Traditional congregations, on the other hand, hold constant at 15% and the Sephardic rise from 5.8% in 1993 to 6% in the year 2000.

Not only did the number of synagogue members increase substantially in the 1970 to 1988 period, so too did the number of congregations. Indeed, most of the growth in the affiliation rate can be attributed to the establishment of new congregations. Thus, while there were seven synagogues in 1970, by 1988 this more than doubled reaching 18. In terms of membership, the original seven congregations had a growth rate of 30.4% or 1.7% annually. The remaining



1.9% annual growth was due to the eleven 'new' (post-1970) congregations.

**Table 10. Projected Membership in Congregations, Atlanta Region**

	<u>1970</u>	<u>1988</u>	<u>1993</u>	<u>2000</u>
Total*	4,735	7,839	9,250	11,581
Reform	1,525	2,922	3,667	4,976
Conservative	1,800	2,692	3,055	3,632
Orthodox	460	610	665	749
Traditional	700	1,170	1,386	1,745
Sephardic	250	445	541	704

Source: Atlanta Area Congregations Memberships, 10/14/88.  
Projections based on annual growth rate 1970-1988.

\* Since the projection for total membership is based on the annual growth rate, it does not equal the sum of its denominational components.

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When viewed in terms of denominations, the greatest growth has occurred in the Reform Movement. Indeed, more than half (6 of 11) of the new, or post-1970, congregations are Reform. This increased the proportion of Reform synagogues from 28.6% in 1970 to 44.4% in 1988. With a total of 8 congregations this is by far the largest denomination in the Atlanta region.

Two new Conservative congregations were established between 1970 and 1988, for a total of 3. Each of the remaining denominations formed one new congregation in this period so that by 1988 there are three Orthodox synagogues, two Traditional and two Sephardic.

Not surprisingly, the most rapid growth, both in terms of membership and new congregations, is occurring in the suburban periphery. In 1970 the synagogues, like the Jewish population, were situated in the urban core of Atlanta and Northeast DeKalb County. As we have seen, membership at these original seven congregations increased at an annual rate of 1.7% between 1970 and 1988.

Most of the new congregations, however, are located in the outer suburbs of Fulton, Cobb, DeKalb, and Gwinnett counties -- precisely where the largest population growth is occurring. The only exceptions to this trend are the 3 new synagogues for the smaller Orthodox, Traditional and Sephardic denominations.



## SUMMARY AND IMPLICATIONS

In this final section of the report we have examined three aspects of synagogue membership: affiliation, denomination, and location of the congregation in the Atlanta region. Two important trends and their respective policy implications are as follows:

1. While the number of Jewish households will grow rapidly, the affiliation rate is likely to remain constant (or increase at a slower pace). Rationale: most new households will be young, singles, non-traditionals, and others who are not predisposed to joining congregations. How to attract such non-traditionals presents a challenge to the leaders of the Jewish community.
2. Insofar as new congregations are located in the periphery, where the greatest population increase is forecast, then future growth is likely to be in existent congregations rather than in the formation of new congregations. The necessary infrastructure is already in place.

A third trend concerns the relatively high cost of synagogue membership and its adverse effect on affiliation. Data gathered by the Atlanta Jewish Federation in 1988 indicates that the average cost for a family of four (including dues, building fund and fees for two children in a supplementary religious school) came to \$1563 per year<sup>3</sup>. Not only does such a high sum operate as a barrier to those families lacking adequate funds but motivated to join a congregation, it functions as a deterrent to families who have sufficient income but have a weak commitment to synagogue membership.

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<sup>3</sup>This figure was derived by averaging the costs of all synagogues on which data were available for the three components of membership fee at a family rate, building fund, and religious school (n=8).





Atlanta Jewish Federation

1753 Peachtree Road, Northeast / Atlanta, Georgia 30309



**ATLANTA JEWISH FEDERATION**

**YEAR  
2000**

**Report on the Results of a Service Needs Study  
of the Metropolitan Atlanta Jewish Community**

*Dr. William E. Schatten, President  
Atlanta Jewish Federation  
Gerald H. Cohen, Chairman  
Year 2000 Committee*

*Prepared by Alan I. Abramowitz, Ph. D.  
March 1989*



## **PREFACE**

When Atlanta Jewish Federation leadership decided to commission a demographic study in 1982, most knew that the Jewish community had grown beyond the 35,000 figure which had been used as a population estimate. Many were surprised to learn, however, that the population had grown to about 60,000, according to the Metropolitan Atlanta Jewish Population Study (MAJPS) report published in 1985, and was continuing to grow at least as rapidly, if not more so, than the general population. Anecdotal evidence — the locations of new members of the community — even suggests that the northern suburbs may be growing at a faster rate than trends based upon MAJPS data. This degree of growth motivated Federation leadership to undertake a strategic planning effort focusing on the long range needs of community and how to meet them.

Growth implications and communal responses to them are the subject of study by the Year 2000 Committee task forces. Each task force has collected data from a variety of sources to help define pertinent issues, learn how other communities address similar problems, and prepare recommendations. A principle source of information for the task forces is this Report on the Results of a Service Needs Study of the Metropolitan Atlanta Jewish Community, the second in a series of Year 2000 publications.

The purpose of the research reported here is to increase the understanding of the service needs of Jewish community members. The results are based upon a telephone survey conducted in November, 1988. They will be added to data collected from other sources—1985 Metropolitan Atlanta Jewish Population Study, interviews with key informants, local Jewish agencies, six community forums, an environmental scan and special issue reports—in order to create a composite picture of Jewish community needs. The end product will be a planning blueprint for the future.

March 1989

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**REPORT ON THE RESULTS OF A SERVICE NEEDS STUDY  
OF THE METROPOLITAN ATLANTA JEWISH COMMUNITY**

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## INTRODUCTION

This report summarizes the results of a survey of current service utilization and future service needs on the part of the Atlanta-area Jewish community. The survey was conducted by Sophisticated Data Research, Inc., of Atlanta during November of 1988. Interviews were conducted by telephone, using a sample based on 35 Jewish surnames found in the Atlanta telephone directory. A total of 448 completed interviews were obtained.

The findings of any survey based on a sample of a population are subject to an unavoidable margin of error. The larger the size of the sample, the smaller should be the margin of error. Based on the size of the sample used in this survey -- 448 respondents -- the findings are subject to a margin of error of plus or minus four percentage points. This means that there is a very high probability (approximately 95 percent) that the results obtained by the survey are within plus or minus four percentage points of the results which would have been obtained by interviewing all members of the target population -- in this case, all Jewish households in the Atlanta metropolitan area.

In addition to sampling error, the results of any survey are also subject to other, non-random, sources of error due to such problems as biases in the sampling procedure and non-response. For example, it is possible that individuals with the specific Jewish surnames used to construct the sample used in this study differ from the Jewish population in general. It is also likely that respondents in the survey differ from those who refused to participate. Willingness to participate in a survey is generally associated with interest in the subject matter of the survey; thus, the survey may tend to over-represent Jews who have a strong interest in, and identification with the Jewish community.

Some evidence about the representativeness of the sample used in this survey can be gained by comparing some demographic characteristics of the sample with known characteristics of the Atlanta-area Jewish population, based on the Metropolitan Atlanta Jewish Population Study which was conducted by the Atlanta Jewish Federation in 1984. Although the current survey was conducted five years later, the demographic composition of the Atlanta-area Jewish population is probably very similar to what it was five years earlier.

Table 1 compares the sample used in the service needs study with the Atlanta-area Jewish population in terms of age distribution, educational attainment, and household composition. With regard to both household composition and educational attainment, the characteristics of the sample are very similar to those of the entire Jewish population. However, the sample does appear to be somewhat older than the overall Jewish population. The median age of the sample was 47 years while the median age of the adult Jewish population in 1984 was approximately 42 years. In all likelihood, this discrepancy reflects a greater willingness to participate in a survey dealing with Jewish issues among older Jews who have a stronger interest in and identification with the Jewish community.



**Table 1. Demographic Characteristics of Sample and Atlanta  
Area Jewish Population**

	Percentage of Sample (N=448)	Percentage of Population
<b>Age</b>		
Under 40	40	54
40-59	36	31
60 +	24	15
<b>Education</b>		
High school	15	13
Some college	22	22
Graduated college	63	65
<b>Household Size</b>		
1	17	21
2	40	35
3-4	34	36
5 +	8	8

SOURCE: Service Needs Survey and Metropolitan Atlanta Jewish Population Study

Respondents in the survey were asked about what types of social, recreational, and educational services they had used in the previous year; whether these services were provided by a Jewish or a non-Jewish agency; and what social, recreational, and educational services they planned to use in the future. In addition, respondents who reported using non-Jewish services were asked why they had used these services, and all respondents were asked how far they would be willing to drive in order to obtain Jewish services. Respondents were also questioned about their willingness to pay for Jewish services. Finally, the questionnaire included several items dealing with personal characteristics such as age, household composition and income, place of residence, and whether or not the respondent was a donor to the Federation's annual campaign.

Because the sample of Jewish respondents who participated in the survey probably overrepresents older, longer-term residents who identify with the Jewish community and who are affiliated with Jewish institutions, the results of the survey may exaggerate the extent of use of certain types of social, recreational, and educational services, especially those provided by Jewish agencies. In addition, questions asking about future service needs may elicit exaggerated estimates of the actual use of certain types of services in the future since respondents are likely to give a positive response to any service which they feel they might conceivably be interested in using, not just those that they realistically expect to use. For these reasons, it would probably be misleading to use the results of this survey to estimate the actual

number of Jewish households currently using various types of services or to project the actual number of households likely to use such services in the future. The results of this survey are best used to compare the level of current use and future interest among the Jewish community in various types of services, and to compare the current use and future interest in different types of services among different segments of the community.

The remainder of this report will attempt to assess the current and future service needs of the Atlanta Jewish community by examining the overall distribution of responses to the questions concerning current and future service use, and by comparing the results obtained for different sub-groups within the Jewish community based on differences in age, income, household composition, place of residence and donor/non-donor status.



## **CURRENT SERVICE USE - GENERAL**

Table 2 presents the overall distribution of responses to the question asking respondents which social, recreational, and educational services they had used in the previous year, regardless of the type of agency (Jewish or non-Jewish) providing the service. The results show that a wide variety of services were used -- 72 percent of respondents in the survey reported using at least one of these services, and the average respondent reported using just under 2.4 services. Among the 72 percent of survey respondents who reported using any services, the average number of services used was over three per respondent.

The greatest concentration of service use was found in the "other" category (1.4 services used per respondent) followed by youth services (0.8 services used per respondent). Services for college students and the elderly were used at a much lower rate (0.1 services used per respondent). The most popular individual services were health clubs and artistic programs (23 percent each) followed by recreational and sports programs (21 percent), social programs (16 percent) and adult Jewish education (14 percent). It should be kept in mind that these figures refer to all types of services and not just those provided by Jewish agencies. As we will see below, reliance on services provided by Jewish agencies varied considerably depending on the type of service involved.

These figures concerning overall use of services conceal a wide variation in both the extent and the types of services used by different segments of the Atlanta Jewish community. Table 3 shows the extent to which different types of services were used according to age, household composition, income, location, and donor/non-donor status. In general, service use was greatest among respondents between 35 and 54 years-of-age, among members of families with children, among respondents with household incomes over \$75,000, among respondents living outside the perimeter, and among donors to the AJF Campaign. Service use was lowest among respondents over 65 years of age, among those living alone, among respondents living inside the perimeter, and among non-donors. However, these patterns did not hold equally true for all types of services.



**Table 2. Current Use of Services Provided by All Types of Agencies**

Type of Service	Percentage of Households Using Service
-----------------	--

**Youth Services**

Day care	4
Day camp	11
Overnight camp	5
Pre-school	11
Afternoon school	3
Day school	10
High school	6
High school in Israel	2
After day care	2
Post bar/bat mitzvah	4
Sports/recreation	9
Youth activities (BBYO)	9

**College Services**

College counseling	4
College student activities (Hillel)	6
Student loans	2

**Elderly Services**

Long term care	2
Meals on wheels	2
Transportation	3
Recreation/other programs	3

**Other Services**

Adult Jewish education	14
Social programs	16
Art (music, drama, dance)	23
Career counseling	3
Job placement	3
Health clubs	23
Recreation/sports	21
Social counseling	2
Programs for disabled	2
Trips to Israel	6
Singles programs	5
Counseling services	2
All other services	20

QUESTION: Which social, recreational and educational services did you use in the past year?

SOURCE: Service Needs Survey

Table 3 shows that use of youth services was concentrated very heavily among young-to-middle-aged, relatively affluent respondents with children living outside the perimeter. The same pattern held true for use of health clubs and for sports and recreational programs. In sharp contrast, use of services for the elderly was concentrated among lower income respondents living in single-member families inside the perimeter. Other types of services showed somewhat different patterns. Use of adult Jewish educational programs was much heavier among Federation donors than among non-donors. Not surprisingly, social and singles programs were used most heavily by respondents under the age of 35. This group also included a somewhat lower proportion of donors because of its relatively youthful make-up: respondents under the age of 35 were much less likely to be donors than those over the age of 35.

In general, both the demographic characteristics and the geographical location of service users varies considerably depending on the type of service involved. Youth services are used very heavily by young families living outside the perimeter. Services for the elderly are used most heavily by members of single-person households living inside the perimeter. Thus, different services are needed by different groups living in different parts of the Atlanta metropolitan area. As we will see below, these groups also differ in their sensitivity to the geographical proximity of services and in their willingness to pay for services which are provided.

## **USE OF JEWISH VS. NON-JEWISH SERVICES**

Respondents were asked whether the services they received in the previous year had been provided by a Jewish or a non-Jewish agency. Table 4 shows the extent to which respondents used Jewish or non-Jewish agencies by the type of service received. There was a marked difference in reliance on Jewish vs. non-Jewish agencies across different types of services. Jewish agencies were used most heavily for services provided to young children (day and overnight camp and pre-school) and the elderly as well as social and singles programs. Non-Jewish agencies were used most heavily for services provided to older children (high schools) and for sports and recreational programs.

In addition to programs that have a religious content, such as adult Jewish education, members of the Jewish community appear to rely on Jewish agencies for services which are regarded as crucial to the preservation of Jewish religious and cultural identity in a predominantly gentile environment. These include educational and social programs aimed at inculcating a sense of Jewish identification in young children, singles programs aimed at facilitating the formation of Jewish families, social programs aimed at integrating individuals and families into the larger Jewish community, and programs aimed at meeting the social, physical and medical needs of the elderly within a Jewish context. Thus, the importance of services provided by Jewish agencies to the Jewish community is undoubtedly even greater than the sheer numbers of households using these services would indicate.



**Table 3.**  
**Average Number of Services Used in Past Year**  
**by Personal and Household Characteristics**

	Youth Services	College Services	Elderly Services	Other Services
<b>Total (448)</b>	0.77	0.12	0.14	1.36
<b>Age</b>				
18-34 (119)	0.56	0.18	0.08	1.79
35-54 (185)	1.33	0.16	0.10	1.39
55-64 (57)	0.40	0.07	0.12	1.19
65 + (85)	0.08	0.01	0.32	0.82
<b>Household With:</b>				
Single family (77)	0.06	0.08	0.26	1.09
Child <5 (76)	1.79	0.03	0.13	1.66
Child <13 (107)	2.05	0.03	0.13	1.71
Child <18 (155)	2.04	0.14	0.10	1.59
<b>Household Income</b>				
<\$40K (114)	0.54	0.15	0.18	1.21
\$40K-\$74K (119)	0.67	0.08	0.10	1.28
\$75K + (90)	1.56	0.12	0.04	1.67
<b>Donor to annual Campaign</b>				
Donor (274)	0.94	0.10	0.13	1.45
Non-Donor (150)	0.47	0.17	0.18	1.30
<b>Location</b>				
Inside perim (214)	0.38	0.13	0.16	1.31
Outside perim (234)	1.13	0.12	0.12	1.40

NOTE: Entries shown are mean number of services of each type used by members of group during previous year.

SOURCE: Service Needs Survey

**Table 4. Current Use of Services Provided by Jewish and Non-Jewish Agencies**

Type of Service	Percentage of Households Using Service Provided by	
	Jewish Agency (N = 448)	Non-Jewish Agency (N = 448)
<b>Youth Services</b>		
Day camp	8	3
Overnight camp	5	1
Pre-school	8	4
Day school	5	6
High school	1	6
Sports/recreation	4	5
<b>College Services</b>		
College counseling	2	3
Student activities	5	2
Student loans	0	2
<b>Elderly Services</b>		
Long term care	2	0
Meals on wheels	2	0
Recreation/other	2	1
Transportation	2	0
<b>Other Services</b>		
Social programs	13	6
Art (music, drama, dance)	10	16
Career counseling	2	1
Job placement	2	2
Health clubs	5	19
Recreation/sports	9	14
Social counseling	1	1
Singles programs	4	1

SOURCE: Service Needs Survey



Fifty-three percent of respondents in the survey indicated that they had used at least one service provided by a Jewish agency in the previous year and the average respondent reported using just over 1.5 Jewish services. Thus, the average household using any Jewish services used almost three services provided by Jewish agencies.

The most popular services provided by Jewish agencies were adult Jewish educational programs (15 percent of respondents), social programs (13 percent), sports and recreational programs (9 percent), youth activities such as BBYO (8 percent), day camps (8 percent), and pre-school programs (8 percent).

When respondents were asked why they used services provided by a non-Jewish rather than a Jewish agency, the most prevalent reasons given were convenience or location (50%) and unavailability of Jewish services (29%). Concerns about the quality of the services or facilities (20%) and about cost (8%) were cited much less frequently as a reason for using non-Jewish services. Objections to the religious content of services provided by Jewish agencies were relatively rare (3%). These findings suggest that the potential demand for Jewish services is much greater than the current use of such services. If Jewish services were available and conveniently located, a much larger proportion of the Jewish community would probably make use of them.

When respondents were asked specifically about how long they would be willing to travel in order to obtain services provided by a Jewish rather than a non-Jewish agency, 40 percent of respondents indicated that they would be willing to travel for over 30 minutes for such services while only 10 percent of respondents were unwilling to travel more than 10 minutes for such services. However, sensitivity to travel time was much greater among the elderly than among other respondents—25 percent of elderly respondents (those 65 years of age or older) were unwilling to travel more than 10 minutes.

Another question included in the survey asked respondents about their willingness to pay for services provided by Jewish agencies. The overwhelming majority of respondents indicated that they would be willing to pay for such services by means of either a uniform fee (48 percent) or a sliding scale (37 percent). Only 16 percent of respondents were unwilling to pay for Jewish services. Even among lower-income respondents (those with household incomes below \$40,000), only 15 percent were unwilling to pay for Jewish services. However, lower income respondents were more inclined to favor the use of a sliding scale (45 percent) than a uniform fee (43 percent) while upper income respondents (with household incomes over \$75,000) tended to favor a uniform fee (64 percent) over a sliding scale (31 percent). Resistance to providing any type of financial support for Jewish services was greatest among respondents over 65 years of age (31 percent) and among non-donors (25 percent). In general, however, there appears to be a high level of willingness to provide financial support for Jewish services among almost all segments of the Jewish community.

Most of the same characteristics associated with overall use of services were also associated with use of Jewish services. The heaviest use of Jewish youth services was found among relatively young and affluent families living outside the perimeter. Once again, services for the elderly were used most heavily by lower income individuals living in one-person

households inside the perimeter. Use of Jewish services was also much greater among Federation donors than among non-donors. Donors reported using an average of 1.9 services provided by Jewish agencies compared with an average of 1.0 Jewish services used by non-donors. The gap between donors and non-donors was especially large in the case of youth services, adult education, and social programs.

There are two possible explanations for the strong relationship between donor status and use of Jewish services. In the first place, it is likely that individuals who have a strong sense of identification with the Jewish community are motivated to give to the Federation Campaign and to use Jewish services. In addition, however, it is likely that use of Jewish services leads to increased willingness to contribute to the Annual Campaign. If this is the case, then making these services available to a larger segment of the Jewish community should also lead to increased support for the Campaign.

## **FUTURE SERVICE NEEDS**

In order to assess the future service needs of the Atlanta Jewish community, respondents were asked what kinds of social, recreational, and educational services they were planning to use in the future. Table 5 compares the services currently used by respondents with those which they expect to use in the future. The first finding which emerges clearly from this table is that, in almost every service category, the level of demand for future services greatly exceeds the current level of service use. On average, respondents in the survey reported using 2.4 services in the previous year, but expected to use 3.4 services in the future.

In comparing current service use with future demand for services, there is a potential problem in interpreting the results due to the wording of the two questions. Current service use was measured by asking respondents about what services they had used in the past year. In contrast, the question about future service use did not have any time limit. This problem may affect some types of services more than others, particularly services which are used on a one-time or short-term basis. For example, the most dramatic gap between current use and future demand for a service involved trips to Israel. Only six percent of respondents reported having taken a trip to Israel, but 24 percent expected to take such a trip in the future. However, the size of this gap may be exaggerated by the fact that, whereas respondents were asked whether they had taken a trip to Israel in the past year, respondents' future travel plans probably involve trips planned over the next several years. This problem in comparing current service use with future service needs is probably less severe in the case of those services which are used on a continuing or long-term basis, such as educational services or services for the elderly.

The services which respondents most frequently saw themselves using in the future included arranging trips to Israel (24 percent), adult Jewish education (20 percent), college counseling (10 percent), and activities for college students (10 percent). Although almost all categories of services showed an increase in future demand compared with current usage, the proportionate increase was greatest in the case of services provided to the elderly. On average, three times as many respondents expect to use these services in the future than are currently using them. When respondents were asked specifically about what future services they might need to have provided by a Jewish agency, services for the elderly were the most frequently cited category.



**Table 5. Current Service Use vs. Future Service Needs**  
**Percentage of Households**

Type of Service	Currently Using Service (N = 448)	Planning to Use Service (N = 448)
<b>Youth Services</b>		
Day care	4	7
Overnight camp	5	8
Afternoon school	3	5
High school	6	8
After day care	2	4
Post bar/bat mitzvah	4	8
<b>College Services</b>		
College counseling	4	10
Student activities (Hillel)	6	10
Student loans	2	6
<b>Elderly Services</b>		
Counseling	1	4
Day care	1	3
Long term care	2	7
Meals on wheels	2	4
Assisted living	1	4
Senior adult workshop	1	5
Congregant meal	1	3
Recreational/other	3	8
Transportation	3	8
<b>Other Services</b>		
Adult Jewish education	14	20
Career counseling	3	5
Job placement	3	5
Social counseling	2	3
Adoption	1	2
Resettlement	0	1
Financial assistance	1	4
Trips to Israel	6	24
Counseling services	2	3

QUESTION: Which social, recreational, and educational services do you plan to use in the future?

SOURCE: Service Needs Survey

At present, the most popular services for the elderly are transportation and recreational programs. Approximately three percent of respondents in the survey indicated that someone in their household currently used each of these services. However, eight percent of respondents indicated that someone in their household would need these services in the future. Based on the results of the survey, large increases can also be projected in demand for other services for the elderly such as counseling programs, day care, senior adult workshops, assisted living, meals on wheels, and long-term care.

In general, future service needs are associated with the same characteristics that are associated with current service use. The highest level of demand for most services in the future will come from relatively young and affluent families living outside the perimeter. This is particularly true in the case of youth, sports, and recreational services. However, this pattern does not hold true for all types of services. Perhaps the most important exception to the overall pattern involves future services for the elderly. The heaviest demand for these services is found among lower income respondents. Demand for elderly services will be distributed relatively evenly between households living inside and outside the perimeter.

Respondents' answers to the questions concerning their future service needs suggest that there will be a substantial increase in demand for certain types of services provided mainly by Jewish agencies. These include services for young children and for the elderly as well as adult Jewish educational programs and trips to Israel.

## **SUPPORT FOR THE ANNUAL CAMPAIGN**

Sixty-one percent of all respondents in the survey said that they had contributed to the AJF's annual campaign. Table 6 shows the relationship between various social background characteristics and donor status. Not surprisingly, participation in the campaign was strongly related to both age and family income. Respondents under 35 years of age and those with incomes under \$40,000 were much less likely to report making a contribution than those over 35 years of age and those with family incomes over \$75,000. Participation in the campaign was also somewhat higher among respondents living inside the perimeter (68 percent) than among respondents living outside the perimeter (55 percent). This is probably due to the fact that a higher proportion of those living outside the perimeter are relative newcomers to the Atlanta area.

Respondents who had contributed to the annual campaign were asked why they had chosen to affiliate with the Federation. The overwhelming majority of donors cited one of two reasons -- concern about Israel (54 percent) and the desire to support services provided to the Atlanta Jewish community (28 percent). Thus, participation in the annual campaign appears to be based on identification with the local Jewish community as well as a broader concern with the well-being of the state of Israel. This conclusion is also supported by the findings of the survey regarding concern about Israel. Respondents were asked to rate the importance of Israel in their lives on a scale ranging from 1 (not important) to 10 (very important). Forty-two percent of donors compared with only 19 percent of non-donors rated the importance of Israel at either 9 or 10 on the scale.



**Table 6. Participation in AJF Annual Campaign  
by Personal and Household Characteristics**

Percentage of Households Contributing to Campaign

<b>Total</b>	<b>61</b>
<b>Age</b>	
18-34	41
35-54	66
55-64	75
65 +	69
<b>Household Income</b>	
< \$40K	44
\$40K-\$74K	59
\$75K +	81
<b>Location</b>	
Inside Perimeter	68
Outside Perimeter	55

SOURCE: Service Needs Survey

Table 5. Current Service Use vs. Future Service Needs

Concern about Israel was also strongly related to age. Older respondents were generally much more concerned about Israel than younger respondents -- 59 percent of respondents over the age of 65 placed the importance of Israel at either 9 or 10 on the scale compared with only 16 percent of respondents under the age of 35. This finding may help to explain the relatively low rate of participation in the AJF's annual campaign among younger members of the Jewish community.

The relationship between age and concern about Israel may reflect either the effects of age on Jewish identification or a true generational difference. It is likely that identification with both the local and the broader Jewish community becomes stronger with age. In addition, however, it is possible that Israel is simply less important to younger Jews for whom the Holocaust and the struggle for the creation and survival of the state of Israel are remote historical events than for older Jews who lived through these events. It is also possible that those under the age of 35 have been affected more powerfully than older members of the community by the negative publicity which Israel has received in recent years in the news media.

If the weak identification of the under-35 generation with the state of Israel reflects a true

generational difference, it may pose a potential problem for the local Jewish community. Since affiliation with AJF is strongly related to identification with Israel, many members of this rising generation may remain unaffiliated unless their attitudes toward Israel change. Persuading the members of this generation to contribute to the well-being of the larger Jewish community may be a difficult job.

## **SUMMARY AND CONCLUSIONS**

The findings of this survey of current service use and future service needs among the Atlanta-area Jewish community point to major challenges facing the Atlanta Jewish community in the next ten years. Jewish agencies are playing a crucial role in meeting the service needs of the Jewish community -- needs that are not met and cannot be met by non-Jewish agencies. The Jewish community relies very heavily on Jewish agencies for services that are crucial to the maintenance of Jewish cultural and religious identity in a predominantly gentile environment: programs that inculcate Jewish values and identification in the young, facilitate the formation of Jewish families, integrate newcomers into the Jewish community, and provide for the special needs of the elderly in a Jewish context. The survey results indicate that the demand for Jewish services already exceeds the available supply -- many respondents report using non-Jewish services because Jewish services were unavailable or inconveniently located. Moreover, the results of the survey indicate that we can expect the demand for almost all services, especially those provided by Jewish agencies, to increase dramatically in the future.

One of the major characteristics of the Atlanta Jewish community is its diversity -- diversity in backgrounds, interests, and needs. This diversity is also reflected in the types of services which are currently being used and which are expected to be used in the future. Different types of services are used and needed in different locations by different segments of the Jewish community.

Like the larger non-Jewish community, the Atlanta Jewish community can be divided into an older, more established component located inside the I-285 perimeter and a younger, less established component located outside the perimeter. Those living outside the perimeter are mainly members of young families with children. They have relatively high incomes but they are less well connected to traditional institutions. Many are relative newcomers to the community. They are heavy users of certain types of social services -- especially youth services, and recreational programs. However, their commitment to the larger Jewish community and to the state of Israel is relatively weak. As a result, they are less likely to support Jewish causes, including the Federation's annual campaign. One of the most important challenges facing the Jewish community in the next decade will be to integrate more of these young families into the community. One approach to this problem which appears promising is to increase the availability of Jewish services in those areas where young families are located. This will require providing youth and recreational programs in areas of rapid population growth outside the perimeter. Making such services available should encourage more of these young families to identify with and support the Jewish community.

A different challenge facing the Jewish community in the next decade will be providing for the social, physical, and medical needs of a growing elderly population still located mainly inside the perimeter. The results of the survey indicate that demand for services for the elderly



will increase more rapidly than demand for any other type of service in the next decade. This demand will fall very heavily on Jewish agencies. Moreover, the elderly as a group are more sensitive to both travel and cost constraints than any other segment of the Jewish community.

It is obvious that meeting the social service needs of a growing Jewish community will require a substantial increase in the commitment of resources by members of the community. Fortunately, the survey indicates that there is not only a great interest in obtaining Jewish services, but also a strong willingness to provide needed financial support for Jewish services on the part of the community. Moreover, increasing the availability of Jewish services to the community should increase the willingness of the community to provide financial support for these services.

Perhaps the greatest challenge facing the Jewish community in the future will be to convince younger Jews of the importance of becoming contributing and participating members of the community. Younger Jews today are much less concerned about the well-being of Israel than their elders, and concern about Israel is the most powerful single motivation for contributing to the Jewish community. In addition to providing services needed by young families, it will also be necessary to educate younger Jews about the importance of Jewish services to the local Jewish community and about the importance of the support of the American Jewish community for the survival of Israel.

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**JEWISH EDUCATION REVIEW (PART I):  
PLANNING FOR JEWISH EDUCATION IN ATLANTA**

AMERICAN JEWISH  
ARCHIVES

**Submitted to:**

**Atlanta Jewish Federation**

**Submitted by:**

**Dr. Jonathan Woocher  
Dr. David Shluker  
Mr. Charles Zibbell**

**JESNA, Jewish Education Service of  
North America**

**May 30, 1989**



## I. Background

Over the past quarter century, the organized Jewish community in North America has taken on a new, and in many ways unfamiliar, challenge: insuring the continuity of Jewish identity and commitment in an open society. If it is today relatively easy to be a Jew in America -- with no persecution and few disabilities to prevent us from living securely among our fellow Americans -- it is also relatively easy to stop being one. Jewish identification is increasingly a conscious choice for American Jews, not an unavoidable necessity. For Jews to make that choice, they must experience their Jewishness positively and meaningfully. They must come to appreciate the richness which a conscious affirmation of their Jewish identity and of their ties to other Jews through Jewish community can bring to their lives.

Helping Jews to reach this understanding and appreciation -- at any and every stage in their lives -- is the task of Jewish education. It is a task which needs and demands total community commitment and support.

The Atlanta Jewish Federation is currently involved in a strategic planning process - "Year 2000" -- in which this commitment to strengthening and enhancing Jewish education in the Atlanta community plays a justly prominent role. Lay and professional leadership at the Federation want to insure that the educational needs of all members of the community are met through effective educational programs, which utilize resources efficiently. Systematic Jewish educational planning at the communal level is a pivotal means to achieve this vision.

For this reason, as part of its strategic planning process, the Atlanta Federation has decided to look more closely at planning for Jewish education in the community, from both functional and structural standpoints (what is done, who does it, and how?), and to explore options for change.

JESNA, the Jewish Education Service of North America, was asked to provide assistance to the Federation in this review. A JESNA team, which included Dr. Jonathan Woocher, Executive Vice-President, Dr. David Shluker, Director of Community Consultation and Planning, and Mr. Charles

Zibbell, former Associate Executive Vice President of the Council of Jewish Federations, carried out this aspect of the study. They reviewed documentation provided by the Federation and its agencies, especially the Bureau of Jewish Education, conducted two days of in-person interviews in Atlanta (February 14-15, 1989), and returned for a third day of interviews (April 17, 1989) to review their preliminary findings and recommendations with key stakeholders.

This report summarizes the findings of the JESNA study team and their recommendations to the Atlanta Jewish Federation regarding educational planning in the community.<sup>1</sup>

## II. Focus of the Review

The review process undertaken by the JESNA team assessed current practices and explored feasible options and alternatives with a view toward making appropriate recommendations regarding planning for Jewish education at the communal level. The aim of the review process was to develop a conceptual approach and structure for educational planning in Atlanta, rather than to make specific substantive recommendations regarding educational programming or institutional operations. More specifically the Review focused on:

1. identifying the formal and informal Jewish education needs which should be addressed by the communal educational planning process,
2. examining the current role (function) of the Bureau of Jewish Education in planning to meet these educational needs,
3. examining the actual and potential role of the Federation in planning for Jewish education,
4. examining the relationship between planning and funding,
5. analyzing functional and structural communal planning options.

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<sup>1</sup> A second parallel review was also conducted by Dr. David Shluker concerning policies and practices involved in allocations by the Federation to day schools. The findings and recommendations of that study have been presented separately.



### III. Data Gathering Procedures

Several different sources of information were utilized in the Review process. These included:

- ... Bureau/Federation minutes, reports and planning documents;
- ... enrollment and other statistical information;
- ... demographic reports;
- ... Bureau documents relating to mission, functions and services, and resources.

Qualitative data relating to needs, strengths and weaknesses of the current planning mechanism, and communal dynamics were gathered through key-informant interviews (individual and group) with:

- ... Federation, Bureau and (other) agency presidents and executives;
- ... other lay leaders involved in strategic planning for the "Year 2000";
- ... rabbis and synagogue lay leaders (e.g. presidents and/or education committee chairs);
- ... school principals, and lay leaders.<sup>2</sup>

These key-informant interviews provided an opportunity to introduce a wide range of perspectives into the review process. The impressions of these informants do not constitute "hard data" in the sense of direct evidence of educational needs or the effectiveness of current programs in the community. Nor, given the limited number of individuals interviewed, should the impressions of these key informants be regarded as a scientifically representative sample of the views of all members of a specific constituency (rabbis, school directors, congregational or day school lay leaders). Nevertheless, the information obtained in these interviews is a valuable guide to what a broad cross-section of key actors view as some of the most critical needs and issues with respect to Jewish educational planning in the Atlanta community. More important, they identify for the consultants the major concerns that are surfacing in the area of Jewish education. As such, they are valuable diagnostic tools in the consultative process.

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<sup>2</sup> A schedule of meetings held is included as Appendix A.

#### IV. Summary of Findings

A number of findings emerged from this process of document review and key-informant interviews. These will be presented in summary fashion within the framework of the issues outlined above.<sup>3</sup>

##### A. Formal and Informal Educational Needs

1. There is a widely-acknowledged need for intensified educational planning in Atlanta, both to enhance the impact and effectiveness of existing programs and services, and to stimulate and coordinate new efforts to address unmet needs and arenas of opportunity. Unlike many other communities, the Jewish school-age population in Atlanta is likely to increase in the coming decade. This fact alone represents both a challenge and an opportunity for Jewish educational planning.
2. There are a number of important areas where communal initiative is required. These include:
  - a. Outreach and enrollment -- According to the demographic study conducted earlier in this decade, only 29% of eligible youngsters in the Atlanta area are enrolled in any Jewish educational program. This figure is below the national norm of approximately 40%. Further, the geographic dispersion of the community as revealed in the demographic survey will require a carefully planned effort to reach those in outlying regions. Day schools perceive a need for coordinated attempts to recruit additional students.
  - b. Educational programs for adolescents -- As is the case in nearly all communities in America, educational programming for adolescents is perceived as an area where

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<sup>3</sup> Again, it is important to recognize that these findings constitute a first step in establishing a planning agenda. Each item will require further examination in the course of a full-fledged planning process in order to refine and focus the information gathered by the review team.



much additional effort is required. There is a need for rethinking the current structures for formal supplementary education for teenagers (i.e., the Midrasha High School and independent congregational programs). There is also a need for expanded informal educational programming for adolescents and for greater opportunities for participation in educational programs in Israel. Some respondents also advocated a reoriented or alternative day high school which could attract more of the elementary day school graduates who currently do not continue in day school.

- c. Strengthening supplementary school programs – Several respondents indicated that supplementary school programs need to be strengthened. Where schools are too small to provide the quality of program desired, it may be appropriate to encourage consolidations or other cooperative arrangements. Some respondents felt that inter-institutional collaboration in general should be expanded. Some interviewees also advocated further strengthening of centralized services to the supplementary schools, especially in personnel training.
- d. Assuring adequate and equitable Federation funding – Although the percentage of total local allocations devoted to Jewish education (35.6% in 1987) places the Atlanta Jewish Federation above the norm (28.2% of local allocations) for all large cities, several issues and concerns regarding Federation funding were expressed. These focused on future prospects for allocations increases (especially should day school recruitment efforts be successful) and about methods and principles currently employed. The issue of day school allocations is treated in the second part of this review. However, the planning issues are not confined to the day school arena: some respondents, e.g., expressed an interest in seeing funding of scholarships by Federation applied to a range of agencies, including the JCC.
- e. "Turf" issues – There was a widespread perception that "turf" issues (e.g., with

regard to Hebrew high school programs and between the Bureau of Jewish Education and Federation itself) remain a major barrier to educational improvement, and that some community-wide initiative is required to address these.

- f. Early childhood, special needs, and family education – A few respondents expressed the sense that these were underdeveloped areas in Atlanta, where community planning would be beneficial.
  - g. Advocacy – Many interviewees felt that a major effort is needed to educate parents and community leaders – including some of the Federation's own top leadership – about the importance of Jewish education.
3. Several respondents emphasized that any planning to address these (and other) perceived educational needs must be tied directly to implementation mechanisms. The importance of a commitment to follow through on planning initiatives was stressed.

#### B. The Planning Role of the Bureau of Jewish Education

1. The Atlanta Bureau of Jewish Education has not been historically, and is not currently significantly involved in educational planning for the community. This is acknowledged by the Bureau's lay and professional leadership, and supported by documentation concerning its activities and by a consensus among those interviewed.
2. There is a disagreement as to why the Bureau has not been involved in planning. Bureau leadership feel that it is because the Bureau has never been given a clear mandate and the resources, assistance, and support to function in this capacity by the Federation. Others, including some Federation leadership, feel that the opportunity has always been present for the Bureau to assume this role, but that the Bureau's energies have been directed elsewhere by choice.
3. Bureau leadership indicate that they are ready and willing to play a more active role in the area of community educational planning, but still feel a need for more explicit Federation

encouragement and support to do so. Like most other central agency directors, the professional head of the Bureau is trained primarily as an educator, not as a planner, and indicates that he would want assistance in augmenting his planning skills in order to move the agency into a greater planning role.

4. There was significant division among respondents as to whether the Bureau can or should be the central community planning agency for Jewish education. Some felt that this was an appropriate role for the Bureau; others indicated that the Bureau should be oriented toward providing high quality support for educational institutions, and that planning should be primarily the responsibility of the Federation.
5. Some of the requisites for the Bureau to be successful in a planning role do appear to be present, including a well-respected professional staff and a reputation for quality programming in many of the areas in which it is currently engaged. However, there are also substantial barriers to the Bureau's successfully assuming a community-wide planning role, including:
  - a. a lack of experience in this area
  - b. a lack of professional staff with planning expertise
  - c. lack of a strong community-wide lay constituency for the Bureau
  - d. ambiguous and ambivalent relationships with educational institutions and with other agencies<sup>4</sup>
  - e. lack of a strong, well-connected, well-utilized Board of Directors

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<sup>4</sup> The ambiguity and ambivalence in the Bureau's relationship to other institutions and agencies involved in the delivery of educational programming is partly structural and partly substantive. Structurally, the ambiguity lies in the fact that the Bureau is one among many agencies and institutions which carry out educational programs. Some of these support and some compete with programs carried out by other entities. The Bureau is also by necessity perceived as a potential competitor for Federation financial support. Thus, on structural grounds alone, it is often difficult for Bureaus to serve as overall planning instruments. Substantively, the Bureau's relationships with other educational agencies and institutions in Atlanta appear to range from intense to almost non-existent, and from strongly positive to cool. Thus, one would have to anticipate, at least initially, a mixed level of support for and cooperation with Bureau planning activities from these organizations.



6. In general, many respondents expressed concern as to whether the Bureau's current activities were as impactful as they might be. Some felt that the Bureau should be doing less direct programming; and concentrating more on support services, planning, and coordination. Bureau staff and lay leadership strongly defend their current program as effective and properly focused. The Bureau has recently initiated an internal long-range planning process for the agency. In light of disagreements about its role and impact, this process could provide the occasion for a comprehensive reexamination by the Bureau leadership of its activities and directions.

C. The Role of Federation in Educational Planning

1. Until recently, the Federation's role with respect to educational planning has focused primarily on the area of financial support through allocations.
2. There is a desire on the part of at least a substantial segment of Federation leadership, including its top professional leadership, to assume a more active and expansive planning role in light of the needs outlined above.
3. This desire is consistent with general trends in the Federation world, where increasing numbers of Federations are taking on major, active roles in community educational planning dealing with a broad range of issues, including informal education, family education, enhancement of educational quality, personnel, programming for adolescents, and others.
4. There is no unanimity on whether the Federation should become the primary locus of educational planning. A number of interviewees felt that only the Federation had the power and prestige to play this role effectively. Others felt that the Federation should confine its activity to the areas of fundraising and allocations, and not get more involved in educational planning. This division of opinion was noted even among some of the Federation lay leaders interviewed.
5. If the Federation does expand its planning role, it will need to make serious efforts to involve

key constituencies (especially synagogue, day school, and agency leadership) in the planning process in order to overcome some current concerns about the Federation's assuming this role.

6. The Federation does not currently have professional staff with specific expertise in Jewish education and educational planning. This lack would need to be addressed if the Federation is to assume a more active planning role.

D. The Relationship Between Planning and Funding

1. As noted above, there is concern among some of those interviewed concerning the financial implications of the review and planning process currently underway. These concerns focus on:
  - a) whether new approaches to funding and new initiatives might freeze or reduce current levels of allocations to the day schools, and
  - b) where the monies will come from for any new or expanded efforts to meet community needs in Jewish education.
2. Again, as noted above, some respondents strongly emphasized that planning without funding could be destructive, rather than constructive, in its impact.
3. To this point, there does not seem to have been extensive thought given concerning long-range funding needs, sources, and mechanisms by any of those involved in the review process.

E. Community Planning Options

1. Most of the thinking by the respondents in this regard has focused on the roles which the Federation and/or Bureau of Jewish Education should play. Little attention has apparently been given to structural or functional details concerning how planning should be organized and implemented.

2. Some respondents felt that existing bodies, notably the Day School Council, the Educational Directors Council, and the Synagogue Council, might play a significant role in the planning process. It was indicated that until now, these bodies have not focused extensively on planning issues, but might be usefully mobilized for this purpose.

## V. Recommendations

We divide our recommendations into two categories:

- A. Basic principles which we believe must be incorporated in the design of a community-wide planning process for Jewish education in Atlanta. These principles can be incorporated in a variety of different specific structural and procedural arrangements, but any arrangement that is arrived at should be informed by these principles. The principles themselves are grounded in the cumulative experience of the many communities which do engage in community-wide educational planning.
- B. Specific recommendations based on the findings and conclusions outlined above. These constitute our judgments as to how communal educational planning might best be introduced and implemented in Atlanta under current circumstances.

### A. BASIC PRINCIPLES

1. Planning for Jewish education must be pro-active and comprehensive. Planning should not be confined to issues of financial support, but rather should focus on the question: How do we provide the highest quality Jewish education for the greatest number of individuals? Like all social planning, planning for Jewish education should incorporate ongoing assessment of needs, formulation of goals and objectives, design of strategies for reaching these objectives, assembling of the necessary resources (financial, human, and institutional) to implement these strategies, and evaluation of results.
2. Planning must deal with long-range issues (looking, e.g., 3-5 years ahead). Planning, as



distinct from annual allocations, must focus on long-term as well as immediate needs. It should encompass a multi-year perspective, and envision and design programs for addressing needs which may not yet, but will be, acute. It should be grounded in demographic and other data which allows for the anticipation of trends.

3. Planning must be linked to funding (whether through regular or special sources). For planning to be effective, there must be a realistic linkage between what is planned and what can and will be funded. This involves, on the one hand, a commitment to find or redirect the financial resources necessary to implement what has been planned. On the other hand, planning must not be allowed to become an abstract process of "wishing," unrelated to financial realities. Although present financial resources and their limits must not be permitted to define the horizons of planning, neither should plans be developed without regard to where the funds needed to implement them will come from. When properly done, sound, creative educational planning can stimulate the development of new resources.
4. Planning must include both formal and informal Jewish education. Today, Jewish education is understood to be a holistic enterprise, embracing a range of contents, methods, and settings. Planning must address and incorporate all of these, including what have often been labelled both "formal" (i.e., classroom, academic) and "informal" (non-classroom, experiential) components. Indeed, one of the primary aims of community-wide educational planning should be the closer integration and synergistic interaction of formal and informal education across the full spectrum of age groups.
5. The planning process must engage all institutions in the community involved in Jewish education and Jewish continuity
  - congregations and congregational schools
  - day schools
  - Jewish community center
  - Jewish youth organizations

- Jewish campus resources
- functional agencies (e.g., Jewish family service, Jewish vocational service).

Jewish education represents perhaps our most complex service delivery system. A myriad of organizations and agencies, some within and some outside the immediate Federation "family," are or should be involved in educational programming (and internal planning). All of these -- plus the consumers and clients -- are stakeholders in Jewish education. For planning to be maximally effective, these stakeholders must all be within the frame of vision of those doing educational planning; we must be prepared to use all the resources and take into account all of the perspectives available. Even more, as many of the stakeholders as is feasible should be involved in the planning process itself, both to enhance the quality of the results themselves and to maximize the likelihood of successful implementation. The effectiveness of educational planning depends on maintaining a spirit of collaboration and mutual respect among the many groups involved in and concerned with Jewish education.

6. Top lay leadership of the Jewish community must participate in the planning process. Planning for Jewish education must be conducted and perceived as a priority activity, which engages and involves the community's top leadership. It cannot be relegated to a second tier of leaders and expect to enjoy the prestige and support necessary for successful implementation of planning initiatives. The commitment to involve top level leadership may necessitate a process of educating that leadership, both about the importance of their involvement and the substantive issues to be addressed.

## B. SPECIFIC RECOMMENDATIONS

### 1. Locus of Planning Responsibility

Planning for Jewish education in Atlanta should be vested in the Jewish Federation and the Bureau of Jewish Education, with the following division of labor:

Federation: Macro-planning and funding

Bureau of Jewish Education: Micro-planning, program coordination, and support services to educational institutions

This model of coordinate and differentiated responsibility for educational planning is utilized in a number of communities, including Chicago, Boston, and Philadelphia, where it appears to be working reasonably successfully. In this model, the Federation is responsible for overall community-wide planning in Jewish education, as it is in other community service areas. The Federation accepts ultimate responsibility for insuring that educational needs in the community are identified and met effectively and efficiently. It also establishes the basic priorities among different potential arenas of initiative: e.g., adolescent education, personnel recruitment and training, outreach and marketing, Israel programs. Finally, the Federation is responsible for securing and disbursing the funding needed to support the programs and services (both ongoing and new) which it identifies as meriting and requiring community support.

The direct involvement of Federation in educational planning is, we believe, critical. Only Federation has the breadth of participation, the prestige, and the access to top leadership and to financial resources that are commensurate with the priority status which Jewish education must be accorded on the communal agenda. Recent experience in communities like Cleveland, Detroit, and Los Angeles demonstrates that active Federation engagement with educational planning is the key to producing the motivation and the wherewithall for significant initiatives to improve the quality of Jewish education.

To complement the Federation's role as community planner for Jewish education, the Bureau of Jewish Education must assume a key role as well in the educational planning process. The Bureau carries out educational planning at the operational level within the framework established by the Federation. It provides educational expertise and support to the Federation in the course of its planning deliberations and bears primary responsibility for the actual design and implementation of programs. It may assume a coordinative and/or supervisory role in the



implementation of programs by other institutions and agencies, and should be involved consultatively in their educational planning. The Bureau also is responsible for identifying and providing the support services needed to implement planning outputs successfully, and serves as the Federation's resource for educational evaluation.

The distinction and relationship between these two levels of planning may usefully be illustrated by a hypothetical example:<sup>5</sup>

Planning Educational Services for Families:

The Federation, responding to information in its demographic study and input from agencies, synagogues, and the community at large, identifies expanding and upgrading educational opportunities for families with young children as a priority area for attention. With advice from the Bureau and other agencies, it determines that several areas of initiative should be pursued: 1) synagogues and day schools should be assisted in developing family education programs; 2) a Jewish parenting program should be established at the JCC; and 3) a program of family retreats should be set up. It also agrees to make \$300,000 available over a three year period to implement these initiatives.

The Bureau is assigned the responsibility for overseeing and coordinating the implementation of these initiatives. It works with the synagogues and day schools to develop a plan for hiring and training family educators and for setting up a process for Federation to provide matching grants for family education programs. It assists the JCC in designing the Jewish components of its parenting program. In cooperation with the synagogues, the Bureau assumes primary responsibility for organizing and implementing the first two family retreats, one for members of Conservative and one for members of Reform synagogues.

This model of macro/micro planning best utilizes the respective assets and capabilities of the Federation and the Bureau of Jewish Education. It clearly locates overall responsibility for direction- and priority-setting in the Federation, which as the 'central address' for planning and funding in other domains, has the leadership, prestige, and experience to carry out these roles effectively on a community-wide basis. It allows the Bureau, with its educational expertise and day-to-day working relationship with educational institutions, to be actively engaged in the specifics of program design, coordination, and evaluation, where its expertise can best be put to use. By insuring that Federation decisions are informed by educational guidance coming from the Bureau,

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<sup>5</sup> N.3. The example is meant to be illustrative of how the planning process might work. It is not a substantive recommendation for program initiatives in the domain of family education.

and that Bureau activities are taking place within the framework of a clear mandate from Federation, both should find it easier to satisfy the concerns of key constituencies regarding the appropriateness and likely effectiveness of their activities with respect to educational planning.

Federation's expanded role in Jewish educational planning must clearly be understood as distinct from any significant role as a direct provider of educational services. We do not believe that this is an appropriate role for Federation. To the extent that the Federation is currently engaged in direct educational programming, these activities should be carefully examined to determine if they cannot be reassigned to functional agencies.

## 2. Relationship of Planning and Funding

In the world of federation, there is both a necessary relationship and ongoing tension between the functions of planning for Jewish education and that of allocating resources in support of educational activities and programs. Planning, as noted above, should be pro-active and comprehensive. It should be guided by a sense of vision, and should seek to define, first and foremost, what is necessary to achieve certain broad, often ambitious, goals. Allocating funds is by and large a past-and-present oriented process. It extrapolates from what currently exists and allows for what are usually only incremental changes in the distribution of resources.

In entering into a new, more active and comprehensive, planning role for Jewish education, the Federation will inevitably face the question of how to integrate this activity with its ongoing role as allocator to a range of local agencies and organizations engaged in educational programming. In Atlanta, as in a number of other communities, the functions of planning and allocations are structurally and conceptually separate. We recommend, however, that with respect to Jewish education, they be linked as closely as possible. This can be achieved through overlapping leadership participation on the planning and allocations committees, through common or closely coordinated staffing, and through regular feedback from the planning to the allocations structure and vice versa. Close coordination between planning and allocations is necessary in order to:

1. maintain an overview of all educational activities, existing and proposed, so that priorities in the allocation of resources among these can be made with maximum awareness of the "full picture." There is no magic formula that can help a community determine what portion of its educational dollar should be spent on day schools and what portion on Israel trips for teenagers. This decision will only emerge from the normal process of leadership deliberations, with all of its rational and political dimensions. What is vital, however, is that those involved in these deliberations have the broadest possible awareness of the full range of needs and possibilities. This can take place best when those who are involved in allocations decisions are knowledgeable concerning the community-wide planning process.
2. insure that the results of planning can be implemented. The planning process should both inform and be informed by the process of funds distribution. Having planning and funding closely linked makes it more likely that planful change will in fact take place.
3. enable Jewish education to compete effectively with other areas of service for resources within Federation. Having at least some of those involved with planning also involved in the allocations process will likely result in stronger and better informed advocacy on behalf of Jewish education within the overall priority-setting process in Federation.

A second inevitable question relating to funding, noted above, is "where will the money come from to pay for the products of an expanded educational planning process?" Although a strengthened Federation planning process for Jewish education may result in decisions that would reduce some current allocations, it is almost certain, in light of the expressed goals of the strategic planning process which occasioned this Review, that a serious Federation involvement in educational planning will result in recommendations for increased expenditures on Jewish education.

These must be anticipated now. Even as the mechanisms for planning are put into place,



strategies of funding must be explored. Based on the experience of other communities which have been engaged in major educational planning initiatives in recent years, we recommend that the following strategies be examined:

1. dedicating a significant portion of increased campaign proceeds (i.e., a portion greater than that required for program maintenance alone). This may either be folded into the regular allocations pool or preserved as a special fund. (Cleveland is using this approach to partially fund its Jewish continuity initiatives. Columbus has established a special "pot." outside the regular allocations process, for funding new educational programs.)
2. establishing a local "fund for Jewish education" with special gifts. (Los Angeles is currently developing such a fund.)
3. using the Federation endowment fund.
4. soliciting private individuals for specific projects.

Again, there is no one right approach, but there are options available for developing the funding base which will be required. What is most important is that the linkage between planning and funding be clearly made in the minds of Federation and other community leadership from the outset.

### 3. Redefinition of the Role and Functions of the Bureau of Jewish Education

In order that the Bureau may focus on its role as program planner and coordinator and as the provider of support services to other educational institutions, its current programmatic and functional activities should be carefully examined. Such an examination may result in a realignment of activities, including eliminating some current programs or giving them over to other community and educational institutions. At the same time, the Bureau's capabilities as an operational planning agency will need to be strengthened.

Since our review did not encompass an examination or evaluation of the Bureau's current activities, it would be inappropriate to make specific recommendations within this report with regard to which activities should be reallocated or discontinued. However, accentuating the planning, coordinating, and support role of the Bureau must be paralleled by a reevaluation of activities in other areas, especially those in which the Bureau is providing direct educational services which duplicate what is or might be offered by other operating entities.

Such a review should be undertaken as quickly as possible. We recommend that the Federation and Bureau establish a mechanism for this purpose, which will include the involvement of the providers of educational services in the community, with a mandate to complete its review of Bureau programs by December 31, 1989. This review is important in order to insure that the Bureau's activities are responsive to the overall thrust and direction of the Federation's own strategic planning initiative and to the Federation's developing role vis a vis Jewish education. We also recommend that the assistance of outside consultants familiar with the range of activities typically undertaken by central agencies of Jewish education and with current issues relating to central agency priorities be sought in the course of this review process.

Although bureaus of Jewish education are today quite diverse in the scope and types of activities which they undertake -- most central agencies provide a mix of direct, support, coordinative, and planning services -- it is critical that

- a) the priorities and programs of the Bureau reflect a consensus among relevant constituencies as to what are the most important areas for its activity, and
- b) the Bureau function within the framework of an overall community plan in which its role is well-defined and it receives firm support from the Federation in the execution of that role.

Neither of these conditions appears to obtain today in Atlanta. A reevaluation and reorientation of Bureau activities in keeping with the broad outline presented here is thus a requisite for the successful implementation of the overall plan.

In order to fulfill effectively its role as a program planner, coordinator, and provider of

support services, the Bureau will need to enhance its capabilities in these areas (and may require some assistance in doing so). Appropriately trained and skilled staff will be required, and the Bureau will need to further strengthen its working relationships with the educational institutions and agencies in the community.

4. Structural Arrangements

- a) Federation should create a lay committee charged with responsibility for community planning for Jewish education and Jewish continuity. The committee should include top-calibre Federation leadership, as well as appropriate ad personam representation of the major educational stakeholders in the community. Professionals need not be excluded from membership on the committee, but the bulk of the members should be lay leaders drawn from a variety of institutional settings. As noted above, this committee should have overlapping membership with the committee responsible for allocations in the area of Jewish education. This education planning committee should oversee all Federation planning in the areas of Jewish education and Jewish continuity. Specific planning projects may, of course, be undertaken by subcommittees or task forces working under the overall guidance of the Committee.
- b) Federation should hire a staff member to work full time with this committee. This staff member should
- know Jewish educational issues
  - have skills in the planning process
  - be acceptable to all stakeholders in Jewish education
  - be able to work in close collaboration with the professional and lay leadership of the Bureau.

This staff member need not and probably should not be a Jewish educator. But without a qualified professional on Federation's staff with both planning skills and a sound grasp of



Jewish educational issues, it is highly doubtful whether a serious planning effort can be mounted. The engagement of such a staff person will have both a substantive and symbolic impact: first, in allowing the Federation to develop and maintain the sources of information and institutional linkages it will require in order to plan competently and effectively; and second, in clearly indicating the Federation's seriousness with respect to educational planning. This position should be filled by an individual capable of quickly establishing his/her personal credibility with educators, rabbis, and lay leaders, and should report directly to the planning director.

c) Federation should work with the Bureau of Jewish Education to strengthen its Board by recruiting and placing top-flight community leadership. The Bureau of Jewish Education, which will play an important role in the overall planning enterprise, must have a leadership capable of commanding respect both in Federation and in the larger Jewish community. In order to strengthen the Bureau's leadership, the Federation should work directly with the Bureau to identify and place on its Board both some key veteran leadership and some of the more promising graduates of Young Leadership programs. The Bureau, in turn, will have to expand its recruitment efforts in the community at large and to insure better representation and involvement from the congregations, day schools, and other educational institutions. The Bureau must also insure these leaders a meaningful role in the agency, and may need to receive outside assistance in the area of board development and utilization.

d) A steering committee should be established consisting of the leadership of the Federation Jewish education committee and of the Bureau. This committee should meet on a regular basis to clarify the allocation of responsibilities between the two bodies and to insure feedback from planning to operations and from operations to planning. There must

be regular, positive ongoing communication between the Federation's educational planning committee and the Bureau of Jewish Education's lay leadership for the relationship envisioned in this report to work effectively. A regular steering committee, which would meet periodically and would be jointly staffed by the Bureau's executive director and the staff person for the Federation education planning committee, would appear to be the best means for institutionalizing this communication.

- e) A set of councils should be established (or upgraded) to represent the major "actors" in Jewish education (day schools, congregations, youth organizations, and educators). The councils would have formal status as bodies independent of, but recognized by the Federation education planning committee as the official "voices" of their respective memberships. Each council would have its own elected chairperson. Staff support would be provided by the Federation and Bureau. We anticipate that the councils would play several important roles in the context of the overall educational needs of the community and the anticipated expansion of planning activities:

1. They will provide a structured vehicle through which important constituencies can participate in the planning process. The effectiveness of the planning process will depend in large measure on the quality of the input which the planning committee receives and on the sense of identification which stakeholders feel with the results. Councils provide a structure linked to, yet separate from the Federation and Bureau within which various constituencies can discuss issues, generate and react to proposals, and consider implementation questions tied to the planning process. A regular mechanism can be established to channel communications back and forth between the councils and the formal planning structures. By establishing one address for each key constituent group, the creation or upgrading of such councils makes it easier to "pre-process" difficult issues, reduces the potential for internecine

squabbling, and simplifies the "advise and consent" process when proposals are on the table.

2. Councils may also serve as a way of mitigating some of the turf issues which respondents identified as barriers to educational improvement in the Atlanta community. They can promote a greater sense of trust and identification with the "common good," rather than individual institutional interests.
3. The councils may serve as a useful framework to sponsor (or co-sponsor) trans-institutional activities emanating from the planning process (e.g., recruitment drives, professional development programs, special events) for which neither the Federation nor Bureau wish to or should assume (sole) ownership.

#### VI. Conclusion: Toward Implementation

The expansion of community-wide educational planning for the Atlanta Jewish community under the leadership of the Atlanta Jewish Federation can represent a major step toward strengthened educational programming and increased educational effectiveness. Our review confirmed both the need and support for increased planning, as well as some of the concerns, pitfalls, and potential obstacles which might prevent the full realization of the promise of such planning.

We have tried in presenting these findings and recommendations to inform the local deliberations on how to proceed with the benefit of our impressions, experience, and substantial knowledge of what is taking place in Jewish education around the continent. We hope that they achieve their intended purpose of stimulating the Atlanta Federation to take the next steps toward an expanded planning role in Jewish education, and with it toward the fulfillment of its vision for the Year 2000.

Taking these steps will require a clear recognition by the leadership of Federation, and of the community as a whole, that Atlanta is moving into a new era with respect to Jewish education.



Federation will be accepting a serious responsibility on behalf not only of the present community, but of the future. There is no way to predict what the price of that acceptance will be over the long run. Yet, Federation leaders should take pride and comfort in knowing that they will be following in the footsteps of some of our finest North American Jewish communities in making Jewish education a prime item on their leadership agenda.

The recommendations we have offered here do not require millions of dollars to implement. Establishing a planning structure, engaging the necessary professional staff, reshaping the Bureau's role and leadership, and building appropriate mechanisms and processes for community-wide involvement in educational planning will require time, effort, and good-will -- but these are not tasks beyond the Federation's capability or resources. A beginning can be made, and the climate is right, we believe, to make that beginning now.

In Jewish life, that is our primary responsibility -- not necessarily to complete the work, but to make the beginning. We hope this report will assist Atlanta in that effort.

**ATLANTA JEWISH FEDERATION**

# **YEAR 2000**

**REPORT OF THE COMMUNITY SERVICES TASK FORCE**

*Dr. William E. Schatten, President  
Atlanta Jewish Federation*

*Gerald H. Cohen, Chairman  
Year 2000 Committee*

*Elliott Goldstein, Chairman  
Community Services Task Force*

*Prepared by Vivian Ingersoll  
February 1990*

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## PREFACE

When Atlanta Jewish Federation leadership decided to commission a demographic study in 1982, most knew that the Jewish community had grown beyond the 35,000 figure which had been used as a population estimate. Many were surprised to learn, however, that the population had grown to about 60,000, according to the Metropolitan Atlanta Jewish Population Study (MAJPS) report published in 1985, and was continuing to grow at least as rapidly, if not more so, than the general population. Anecdotal evidence — the locations of new members of the community — even suggests that the northern suburbs may be growing at a faster rate than trends based upon MAJPS data. This degree of growth motivated Federation leadership to undertake a strategic planning effort focusing on the long range needs of community and how to meet them.

Growth implications and communal responses to them are the subject of study by the Year 2000 Committee task forces. Each task force has collected data from a variety of sources to help define pertinent issues, learn how other communities address similar problems, and prepare recommendations.

This report presents a framework for Jewish community services. Several premises comprise the foundation for its development:

1. existing Jewish community services are of high quality;
2. rapid community growth is straining current service capacity and will exceed it over the next decade;
3. shifts in the community's characteristics require new and more comprehensive approaches to service delivery;
4. the service needs of the community should be the primary determinant of the framework; and,
5. community cohesion and continuity are also critical considerations in planning services.

The recommendations emphasize program or service objectives and content. Program design will be addressed in the implementation phase.

The findings and conclusions on which the recommendations are based were synthesized from a range of studies, data, selected social work literature, community forum results, committee deliberations and key informants. Primary sources for population projections and statistics were the *Year 2000 Environmental Scan* and the *Metropolitan Atlanta Jewish Population Study*. Because there exists no multi-purpose data base on the Atlanta Jewish community, precise data on how the community is changing and the magnitude of those changes is limited. As with the *Year 2000 Environmental Scan*, some caution is advised in interpreting these projections. Trends, not absolute numbers, should receive the greater emphasis.

The Report is organized in four major sections. Each section may be read and understood separately. A fuller understanding of the framework, however, is more likely achieved by reading the sections in sequence.

For ease of reading, the text is interrupted by only a few exhibits, tables and figures. Other, more detailed information is provided in the Appendix. Reports and studies commissioned by the Community Services Task Force to inform its deliberations are on file in the Federation offices.

# EXECUTIVE SUMMARY

## Introduction

Since 1980, the Atlanta Jewish population has increased an estimated 32% and the number of Jewish households has grown by nearly 40%. This year, the Jewish population is expected to reach 67,600 persons living in 32,270 households. In contrast to 20 years ago, over 70% will live outside the Perimeter. The rapid growth in population and other socio-economic trends affecting the Jewish community is creating new patterns of social service needs.

The responsibility of the Community Services Task Force of the Year 2000 project was to assess current community services resources and to define the projected needs and recommend ways of meeting them. Its findings and conclusions are contained in this report.

The following definition of community services shaped the Task Force's recommendations:

Community services support Jewish life, strengthen Jewish identity and cohesion and contribute to the social welfare of the broader community. These services, as well as the organizations that provide them, comprise a system whose unifying purpose is to meet the needs of individuals, groups and the community as a whole. Together, the organizations offer a continuum of high quality assistance achieved through joint planning and cooperation. The community services system encompasses social services; educational programs for children, youth and adults; and those activities which bring elements of the Jewish community together for a common purpose.

## Current Services

Services are provided to the Jewish community by a range of agencies, Jewish communal organizations and synagogues. The analysis of current services is confined to the thirteen beneficiary agencies of the Atlanta Jewish Federation: Athens Hillel, Atlanta Bureau of Jewish Education, Atlanta Hillel, Atlanta Jewish Community Center, B'nai B'rith Youth Organization, Epstein School, Greenfield Hebrew Academy, Jewish Educational Loan Fund, Jewish Family Services, Jewish Home, Jewish Vocational Service, Torah Day School, and Yeshiva High School.

The Task Force found that existing Jewish community services are generally of high quality. Among the services offered there is a preponderance of recreational, cultural and counseling programs that served approximately 34,636 persons in 1988 or 53.1% of the Atlanta Jewish community. While there are some newly established satellites beyond the Perimeter, most services are clustered inside this boundary.

In general, Jewish agencies are relied on most for services to young children and older adults and for social and singles programs. The heaviest users of services are Jewish persons between the ages of 35 and 54 years, families with children, residents of areas outside the Perimeter and donors to the Federation



Campaign. Convenience or location was found to be the most prevalent reason for choosing non-Jewish providers over Jewish providers.

## **Target Groups: Service Needs and Recommendations**

To assess the need for services, the Task Force reviewed the demographic characteristics of the Atlanta Jewish community, commissioned studies and reports, held community forums, and examined national data and data from other urban Jewish communities. Six service target groups were defined - older adults, children and youth, the disabled, families, singles and newcomers. They were defined on the basis of characteristics that would most likely impel an individual or family to approach the service system for assistance. The major variables were age, status, condition and residence. Four strategic service priorities were defined and recommended:

### ***Fostering Jewish Identity and Knowledge***

To strengthen Jewish community cohesion, increased emphasis must be given to programs and services that inculcate Jewish values and heritage, that strengthen cultural identification, and that promote social integration of newcomers.

### ***Serving Individuals and Families at Risk***

To be consistent with Jewish values, emphasis must be given to services which assist persons incapable of independent living or who need a high level of support to live independently, which assist indigent persons, and which assist families and individuals in crisis to restore well-being.

### ***Supporting Individuals and Families***

To ensure Jewish survival, emphasis must be given to services that assist families and individuals to avert problems and maintain well-being.

### ***Improving the Quality of Life***

To promote cultural identification and cohesion, emphasis must be given to programs and services that regularly bring Jews together for celebration and recreation. Such activities reinforce a sense of community and engender goodwill.

The first two are equivalent top priorities. The third is a second level priority and the fourth is a third level priority.

Emphasis is placed on providing a continuum of assistance through a combination of direct service delivery and information and referral. Three criteria were developed for determining whether a service should be offered by a Jewish agency:

- the program or service requires a Jewish component or contributes to Jewish community cohesion or increased Jewish knowledge and identification; or
- provides services otherwise unaffordable for certain Jews at risk or services which are difficult to obtain in the general community; or
- offers certain services at a higher level of quality than is available in the general community.

## **Service Recommendations are:**

### ***Older Adults***

Further development of the continuum of services with special emphasis on geographic dispersion of services, information and referral, home health care services, transportation, outreach to persons living alone and programming for the able-bodied.

### ***Children and Youth***

Expanded availability of Jewish education, pre-school and school-age child care programs, expansion of continuum of services to adolescents with special emphasis on young adolescents, and increased advocacy for changes in public policy.

### ***The Disabled***

Substantial expansion of services to disabled persons and their families with emphasis on information and referral, case management, respite care, vocational training and housing for disabled young adults, Jewish education; and social, cultural and recreational programs.

### ***Families***

Expansion of subsidies for services, parent support and education programs, single parent services, family counseling, respite care, and family leisure activities.

### ***Singles***

Expansion of services with emphasis on age group specific social, recreational and cultural activities; outreach, mentoring, information and referral, counseling, and leadership development (for younger singles).

### ***Newcomers***

Strengthening of outreach and services to newcomers emphasizing information and referral, assistance with becoming connected through pairing programs and early recruitment for involvement in community activities.

### ***Total Community***

Establishment of an information and referral network with a central point of entry, increased advocacy for public policy changes in the area of social services, expansion of subsidies for services, study of further geographic dispersion of services and of feasibility of a central transportation unit, strengthened linkages with services in the general community and development of program content addressing gender issues.

## **Recommended Organizational Changes**

In order to maximize resources and to implement the service recommendations, the Task Force recommends that the community formalize the concept of a "system" of community services. The system is characterized by joint planning and coordination of service delivery among beneficiary agencies, synagogues, and other communal organizations within the context of community service priorities. Lead

agencies will be designated for a target group or service. In addition, four major changes in Federation structure and function are recommended:

1. the creation of a single planning and allocations committee;
2. the creation of a capital planning committee;
3. priority-based, incentive funding of community services;
4. the establishment of a central research function; and,
5. a new program rating procedure for funding requests.

## **Implementation Strategy**

The implementation strategy outlines three sets of initiatives from 1990 to 1999, to be devised and managed by an *ad hoc* implementation committee.

# INTRODUCTION

For more than a decade, the Southeast has been the beneficiary of a shift in population and economic interests. As a major southern nexus, Metropolitan Atlanta has attracted a large share of new migrants and economic development.

The regional growth and prosperity have resonated in the Jewish community. **Since 1980, the Jewish population has increased an estimated 32% and the number of Jewish households has grown by nearly 40%.** Earlier concentrated in the northeastern sections of the City of Atlanta and DeKalb county, the Jewish population has spread throughout the metropolitan region. Areas of Cobb, Gwinnett and Fulton counties are experiencing the highest growth rates. Figure 1 (page xi) shows how the Jewish population was distributed throughout the region in 1984 when a mid-decade population study was conducted: *The Metropolitan Atlanta Jewish Population Study*. The Study found that over 70% of the Jewish population lived outside the city limits at that time.

Other trends accompanying rapid population and household expansion have implications as well for Jewish cohesion and survival:

1. Changing family size and structure as well as other social characteristics of the Jewish population are creating new patterns of social service needs.
2. As the community grows and becomes more diverse and geographically dispersed, the affiliation rate is remaining comparatively low.
3. Consensus on the relative importance of national, Israel and overseas, and local needs is becoming more difficult to reach.
4. The costs of social service delivery are rising sharply, creating the need to expand resources.
5. Large numbers of Jews released from the Soviet Union wish to settle in the United States and Israel and will need the support of the Atlanta Jewish community.
6. As the Jewish community grows and more Jews are affected by decisions in the general community, the need to participate in the non-Jewish community will become greater.

Recognizing the dual nature of rapid expansion, both boon and threat, and the need to orchestrate the community's responses to it, the leadership of the Atlanta Jewish Federation launched a strategic planning initiative involving the entire community. The primary aim of the Year 2000 project was to study the implications of growth, define strategic priorities and goals in light of its findings and recommend appropriate courses of action to be undertaken and completed by the year 2000. Figure 2 (page xii) illustrates where Jewish citizens are projected to live in the year 2000. Table 1 (page xiii) shows the projected Jewish population growth by county between 1984 and 2000. Figure 3 (page xiv) graphs the change in population between now and the year 2000.



The responsibility of the Community Services Task Force of the Year 2000 project was to assess current community services resources, define the projected needs and recommend ways of meeting them. Its findings and conclusions are contained in this report.

The following definition of community services shaped the Task Force's recommendations:

Community services support Jewish life, strengthen Jewish identity and cohesion and contribute to the social welfare of the broader community. These services, as well as the organizations that provide them, comprise a system whose unifying purpose is to meet the needs of individuals, groups and the community as a whole. Together, the organizations offer a continuum of high quality assistance achieved through joint planning and cooperation. The community services system encompasses social services; educational programs for children, youth and adults; and those activities which bring elements of the Jewish community together for a common purpose.

# ATLANTA JEWISH POPULATION 1984

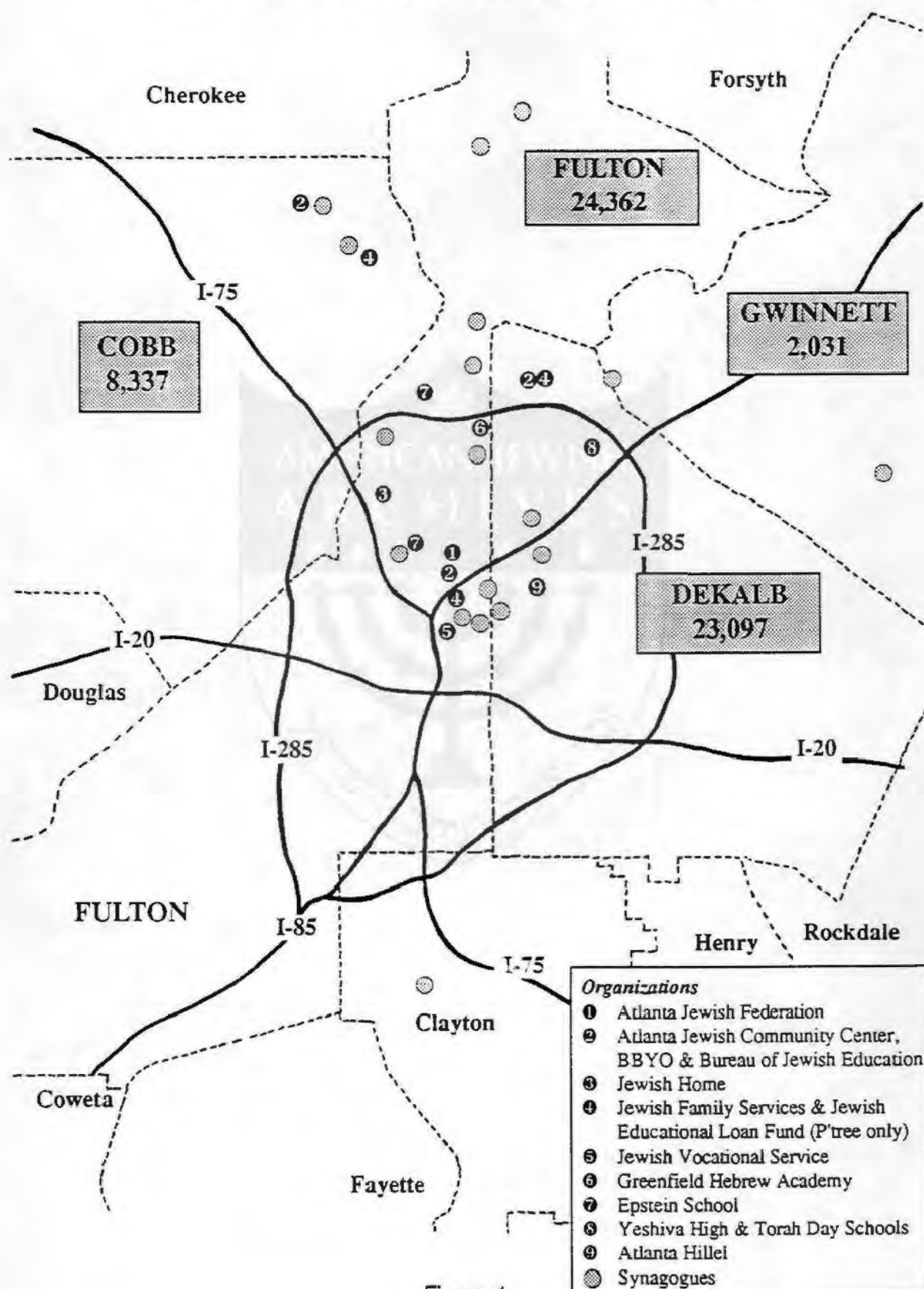


Figure 1  
xi

# ATLANTA JEWISH POPULATION 1984-2000

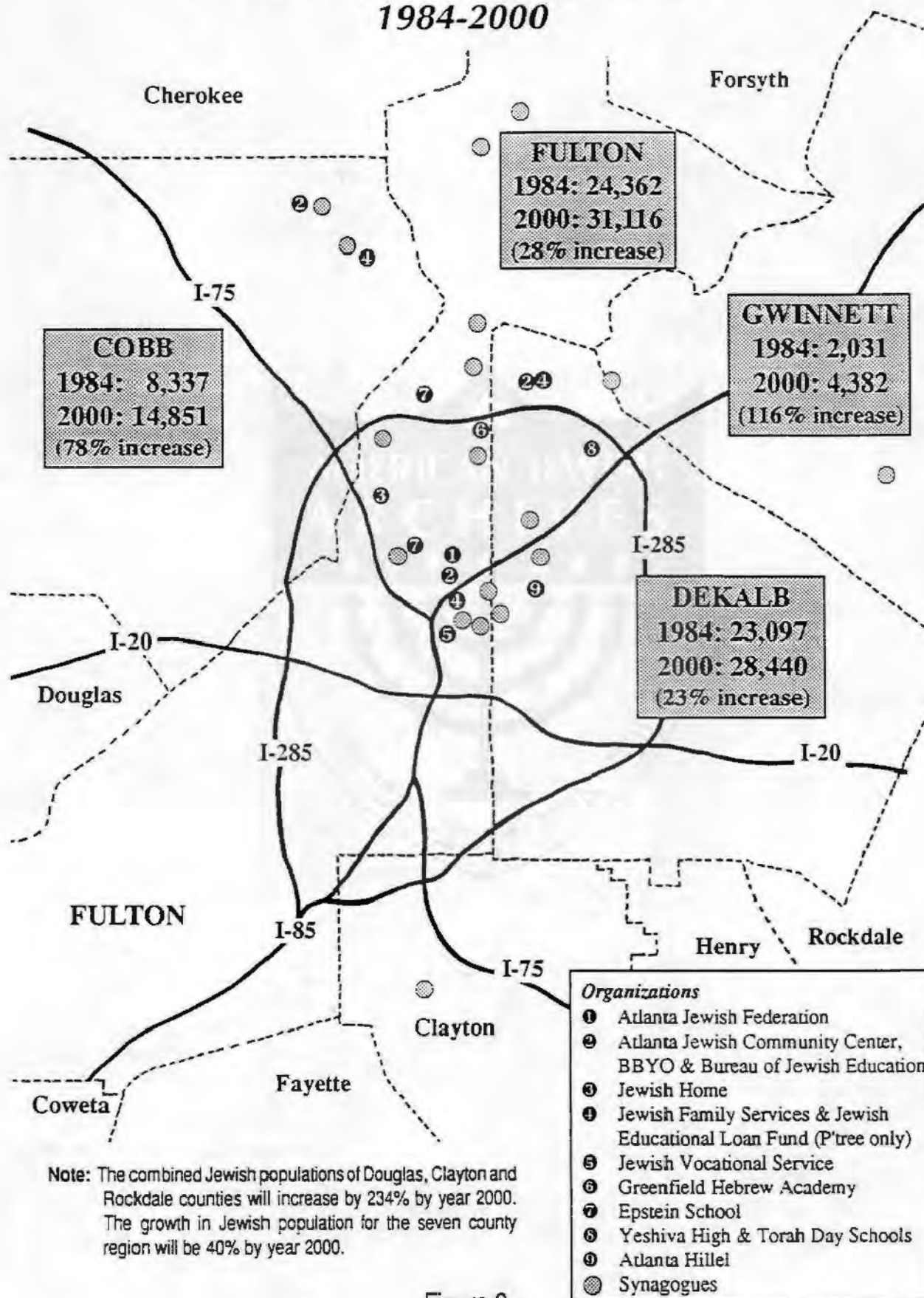


Figure 2  
xii

**TABLE 1**  
**PROJECTED JEWISH POPULATION GROWTH BY COUNTY**

	Total Jewish Population*	% Growth 1984-2000	% of Jewish Population
<b>Regional Total</b>			
1984-5	59,084		100
1990	67,574		100
1993	72,196		100
2000	82,983	+40%	100
<b>DeKalb County</b>			
1984-5	23,097		39.0
1990	24,750		36.6
1993	25,857		36.0
2000	28,440	+23%	34.3
<b>Fulton County</b>			
1984-5	24,362		41.0
1990	26,363		39.0
1993	27,789		38.5
2000	31,116	+28%	37.5
<b>Cobb County</b>			
1984-5	8,337		14.1
1990	10,614		15.7
1993	11,885		16.5
2000	14,851	+78%	17.9
<b>Gwinnett County</b>			
1984-5	2,031		3.4
1990	2,802		4.1
1993	3,276		4.5
2000	4,382	+116%	5.3
<b>Remaining Counties**</b>			
1984-5	1,257		2.1
1990	3,045		4.5
1993	3,390		4.7
2000	4,194	+234%	5.1

\* Source: Year 2000 Environmental Scan

\*\* Remaining counties in study are Clayton, Douglas and Rockdale.



## ATLANTA JEWISH POPULATION 1990-2000

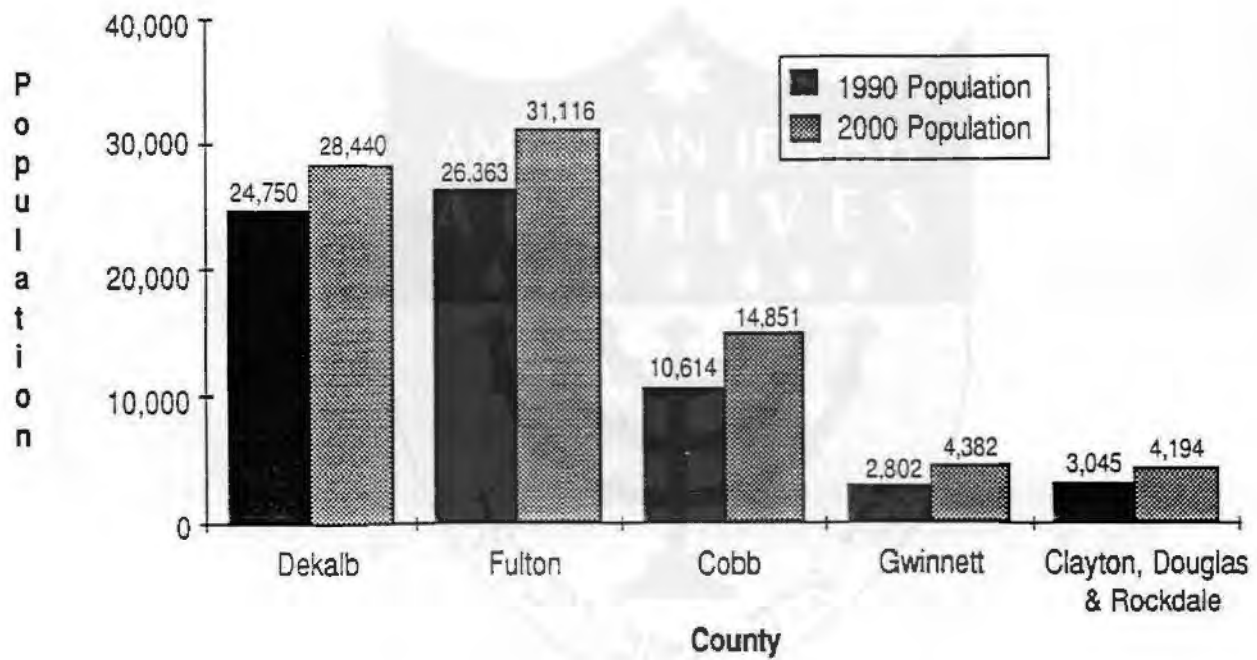


Figure 3  
xiv

# **I. SERVICES AND PROGRAMS: CURRENT OFFERINGS AND UTILIZATION**

## **CURRENT SERVICES**

The Year 2000 Community Services Task Force first examined current services to: (1) obtain a fuller understanding of the range of existing resources; (2) establish a common base of information among committee members; and (3) construct a composite of baseline planning information for reference throughout its deliberations.

Before making recommendations about changes in services, the Committee wanted to insure that it understood the following:

1. what groups are currently served and geographic location of services
2. what categories of services and what specific programs are offered
3. approximate program costs, percentage funded by Federation, and fees charged, if any
4. program capacity and numbers actually served within the last year
5. patterns of service usage

The findings from a utilization study, agency surveys, and a study of service needs are summarized in this section. Appendix A contains a more detailed matrix of current services. Because agencies may not routinely maintain records of the information sought by the Committee, it was difficult for some of them to assemble it. Reasonable approximations were used in these instances, where possible.

Services are provided to the Jewish community by a range of agencies, Jewish communal organizations and synagogues. This analysis is confined to the thirteen beneficiary agencies of the Atlanta Jewish Federation:

Athens Hillel  
Atlanta Bureau of Jewish Education  
Atlanta Hillel  
Atlanta Jewish Community Center  
B'nai B'rith Youth Organization  
Epstein School  
Greenfield Hebrew Academy

Jewish Educational Loan Fund  
Jewish Family Services  
Jewish Home  
Jewish Vocational Service  
Torah Day School  
Yeshiva High School

Figure 4 on page 3 illustrates where these agencies and synagogues are located throughout the metropolitan region. While there are some newly established satellites beyond the Perimeter, most are clustered inside this boundary.

Among the services offered, there is a preponderance of recreational, cultural, and counseling programs that served approximately 34,636 persons in 1988 or 53.1% of the Atlanta Jewish population.<sup>1</sup> Table 2, page 4, is a composite of current offerings.

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<sup>1</sup> The estimates of total numbers and percentages were derived by assessing the numbers served by individual programs, and from the *Report of the Results of a Service Needs Study of the Metropolitan Atlanta Jewish Community*, Alan Abramowitz, March, 1989.

# LOCATION OF ATLANTA JEWISH COMMUNITY SERVICES AND SYNAGOGUES

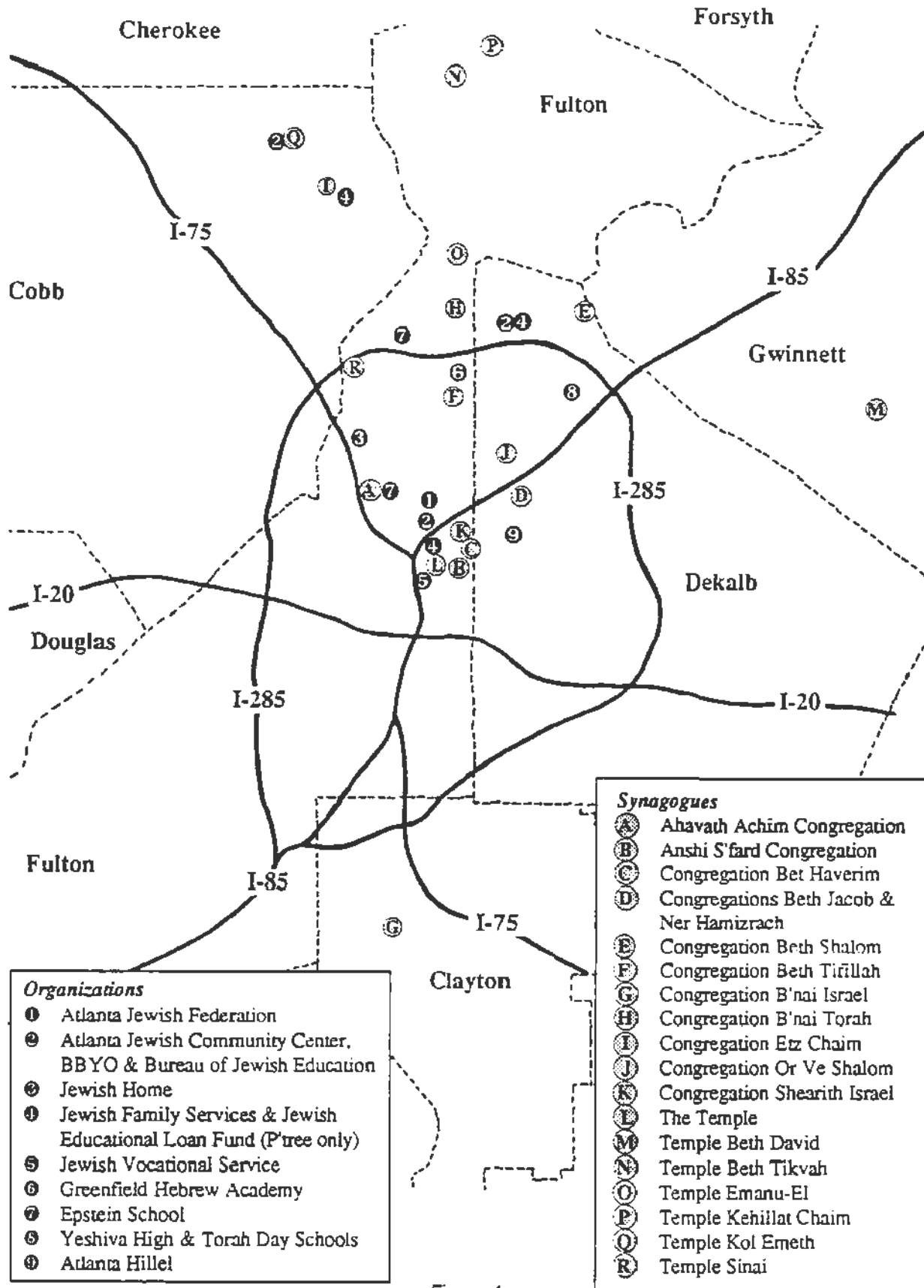


Figure 4  
3



**TABLE 2**  
**SUMMARY OF CURRENT PROGRAMS\***

Target Group	Category	Number of Programs	Location	Est. Numbers Served/88
<b>Older Adults</b>	Long-Term Care/Support	4 +	Buckhead, Cobb, Peachtree	877
	Recreation/Social	4	Peachtree	40 +
	Employment	1	Peachtree	40
<b>Children &amp; Youth</b>	Education/Child Care	9	Buckhead, Sandy Springs, Cobb, Dunwoody	1,320 +
	Recreation/Culture	13 +	Buckhead, Cobb, Dunwoody	2,631 +
	Education/Day School/Support/Supplementary	9 +	Buckhead, Peachtree, Cobb, Dunwoody	1,013
	Counseling/College, Career	1	Atlanta	170
<b>Families</b>	Recreation/Culture	4 +	Buckhead, Peachtree, Cobb, Dunwoody	4,050 +
	Education/Counseling/Support	8 +	Peachtree, Cobb, Dunwoody	6,738
<b>Young Adults</b>	Education	4 +	Peachtree, Emory, Athens, Others	750 +
<b>Singles</b>	Recreation/Culture/Social	5 +	Dunwoody, Peachtree, Emory, Others	746 +
<b>Other Adults</b>	Education	8	Dunwoody, Peachtree, Cobb	1,905 +
<b>Disabled</b>	Education	2	Sandy Springs, Peachtree	31
	Recreation/Culture/Social	3	Peachtree	100 +
	Care	2	Zaban, Peachtree	96 +
<b>Newcomers</b>	Resettlement	1	Peachtree	250
	Other	4	Peachtree, Dunwoody, Others	2,000

\* Since the table lists current programs by target group and service category, it does not reflect services offered to all groups or combinations of groups.

## UTILIZATION OF SERVICES

Studying current service usage patterns is a method frequently employed to predict future demand. Because this method typically grossly underestimates demand in an environment of high growth however, it was not used for this purpose in the development of the Year 2000 Community Services Task Force Report. Instead, as was mentioned earlier, service utilization was reviewed to establish a baseline composite of current community services.

Three aspects of service utilization were examined:

1. kinds of services most frequently used;<sup>1</sup>
2. characteristics of users;<sup>1</sup> and,
3. place of residence of users of various services<sup>2</sup>

### Kinds of Services Used

The Service Needs Study found that "72% of the respondents reported using at least one service in the previous year and the average respondent used just under 2.4 services. Among the 72% of survey respondents who reported using services, the average number of services used was over three per respondent. Of the respondents using services, 53% used services provided by Jewish agencies." The average household used nearly three services provided by Jewish agencies.

The most heavily used community services overall were in the group categorized as "other services" in the survey. In descending order of popularity, those services were health clubs, arts programs, recreational and sports programs and adult Jewish education. The second most popular group of services was youth services i.e., day care, camp, sports and recreational programs, day school and youth programs.

A slightly different pattern of usage emerged when respondents were asked which Jewish community services they used. While programs in the "other" category remained the most popular and youth services the second most popular, the specific types of services used differed. Adult Jewish education, social programs and sports and recreation were the Jewish services most used. Health clubs were used outside the Jewish community. Day care, day camps, and youth programs, such as BBYO, provided by Jewish agencies, were preferred. As a general pattern, Jewish agencies were relied on most heavily for services to young children and the elderly as well as for social and singles programs. The Study found that non-Jewish agencies were used more for older children and for health clubs and sports and recreational activities.

Two major reasons for choosing non-Jewish providers over Jewish providers were given. The most frequently cited was convenience or location (50%) and the next most frequent response was unavailability (29%).

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<sup>1</sup> Alan Abramowitz, *Report of the Results of a Service Needs Study of the Metropolitan Atlanta Jewish Community*, March, 1989.

<sup>2</sup> Source: Community Services Task Force Service Utilization Report, June 23, 1988.

## Characteristics of Users

According to the Service Needs Study, the heaviest users of services in general were respondents between the ages of 35 and 54, families with children, households with incomes over \$75,000, residents of areas outside the Perimeter and donors to the Atlanta Jewish Federation Campaign. Service use was lowest among respondents over age 65, those living alone, those living inside the Perimeter, and non-donors to the Atlanta Jewish Federation Campaign. Yet the pattern of user characteristics deviated from this general profile by type of service. Use of services for children, whether the services were provided by Jewish or non-Jewish agencies, was highest among young to middle aged, relatively affluent respondents with children living outside the Perimeter. These respondents were also heavy users of health clubs and sports and recreational programs. Services for older adults were heavily subscribed to by lower income respondents living alone inside the Perimeter. Adult Jewish education programs were favored by Atlanta Jewish Federation donors and social and singles programs were used by respondents under age 35 who tended to be less frequent donors. Predictably, elderly respondents were less willing to commute long distances for services.

## Place of Residence of Users of Jewish Community Services

Residents of the **Sandy Springs/Dunwoody** area have the highest level of service usage across all categories, although use of older adult services is lower in this area. Residents of the **East Cobb** area subscribe heavily to services for young children, family services, and adult sports and recreational programs. **Roswell** residents use early childhood services located in their vicinity, People are Loving and Midrasha. **Chamblee** residents use early childhood services at the Peachtree location, Hebrew Academy and Yeshiva High School, selected older adult services (excluding Meals on Wheels) and family services at the Peachtree location. Residents of the **Mount Paran/Howell Mill** area are the heaviest users of the gamut of older adult services. They also subscribe significantly to services for older children and youth and adult recreational and cultural programs. Except for High School in Israel, College Counseling, Meals on Wheels and job placement, residents of the **Northlake** area use services minimally. Residents of the **Norcross** area show a low level of service use. Residents of the **Lenox** area use primarily adult educational and cultural programs and services for older adults, especially Meals on Wheels. Residents of the **Morningside** area draw on services for older adults, adult recreational and cultural programs and, to a small extent, day care services. Residents of the **Toco Hills** area subscribe primarily to services for older adults, Hebrew Academy and teacher development programs.

## II. TARGET GROUPS: SERVICE NEEDS AND RECOMMENDATIONS

### OVERVIEW OF TARGET GROUPS

An early task in planning community services is identifying potential primary users of the services. This is essentially a research and forecasting activity which tests the various hypotheses about the characteristics of the community, its service-seeking behavior, and its projected needs.

With this information, decision makers can redefine the community in terms of groups toward which services are to be targeted. As the planning proceeds, other decision factors or information often emerge which could change the way groups are defined. Examples of such influences might be: new studies containing more authoritative data, new advocacy groups, re-evaluation of service utilization data, and new interest from funding sources.

Demographic information contained in the *Year 2000 Environmental Scan* and the *Metropolitan Atlanta Jewish Population Study* formed the basis of the forecasts about potential primary users. The four basic variables – age, residence, status and condition – and the subcategories highlighted within groups, represent hypotheses about which parts of the community are most likely to approach the service system for assistance. The hypotheses were developed from the special studies, agency experience, committee discussions, the results of community forums, a disability survey and utilization data.

Aside from the sheer numbers or percentages projected for a group, several other trends figured heavily in defining recommended target groups. The following paragraphs highlight those trends.

Population phenomena occurring at any moment in time will reverberate throughout the life of the generation in which they occur. Thus, we can make predictions about the relative size of the older adult population with reasonable accuracy since most of the facts of its existence are known.

Persons born during the population explosion of World War II ("War Babies") will begin to reach 60 years old around the turn of the century. In addition, advances in medical technology have steadily increased the normal life span to the point that people can now expect to live 25-30 years beyond what was once middle age. The impact of these two facts alone is expected to cause a drastic reduction of the 1950 ratio of one retired to 17 active workers. By the end of the century, there are projected to be about three active workers to every retired worker.

In the Atlanta region, the population of Jewish older adults (60+ years) is projected to increase 40.4% by the year 2000. The number of persons 65 years and older will increase by 65%. This part of the older adult group is increasing at about twice the rate of the school age population.



The post World War II population surge (baby boomers) is creating an echo effect with its children. While the baby boomers are having, on average, fewer children per family than their parents, this group is simply larger in absolute numbers than their parents' generation. Their children are expected to strain child care and educational systems for the next two decades. Moreover, the baby boomers have experienced the greatest impact of the cultural changes affecting family life of the last two decades. In the Atlanta Jewish community, 13% of all households with children are single parent families. The majority of households—56.2%—will have no children under 23 years old and average household size is projected to decline from 2.26 in 1984 to 2.01 by the year 2000.

Older adults and school age children, the most vulnerable elements of the community, are expected to comprise 36% of the Jewish population by the year 2000. The numbers of both groups residing outside the older neighborhoods will increase markedly. By 1993, Cobb County will have more school age children than the City of Atlanta with the largest segment in the 0-4 years age range. Clearly, these two groups must be primary targets for services planning.

It is generally agreed that the disabled have been underserved. Existing services are directed primarily to disabled older adults. Very few services exist for disabled children, youth and young adults or their caregivers. Given the gap in existing services and the special nature of the service needs, increased emphasis should be placed on this group in designing services.

Families are traditionally the anchors of a community. Yet the cataclysmic socio-economic changes of the last two decades have conspired to weaken the family unit and create new family patterns that are frequently more fragile and disaffected. Several specific trends observed in Jewish family life are causing cautious concern nationally. They include: delayed marriage, increased intermarriage, non-marriage and declining fertility of Jewish women. While scholars are divided on the origin and magnitude of the problem, they agree generally that the trends have negative implications for Jewish cohesion and survival. The need for emphasis on the Jewish family in planning services appears to be indisputable.

Single persons are anticipated to comprise 26.1% of the community. Nearly 70% of this group will be young adults who are least likely to become affiliated with Jewish organizations. Yet this is the age group from which the community will have to draw new leaders and supporters. Moreover, they will need to be encouraged and assisted in family formation to insure the community's survival. This group will require additional focus in the future.

Of the 23,899 new persons expected to be added to the community between 1984 and the year 2000, 65% will have moved from other places, primarily the Northeast. Greater emphasis will need to be placed on drawing in newcomers if the Jewish community is to sustain its viability.

Table 3 on page 9 lists projected service target groups. Figure 6 on page 10 shows where these groups will be located in 1990 and 2000.

**TABLE 3**

**LIST OF EXISTING AND EMERGING SERVICE TARGET GROUPS\***

1. **Older Adults** 60+ years (Table 4, page 16)
  - a. Able-bodied, healthy
  - b. Infirm
  - c. Institutionalized
2. **Children and Youth** (Table 5, page 22)
  - a. Children, birth-5 years
  - b. Children, 6-12 years
  - c. Youth, 13-18 years
3. **Disabled persons** of all ages and conditions (Table 6, page 26)
4. **Families** (Table 7, page 30)
  - a. With children
  - b. Without children (couples who have never had children or whose children no longer live at home)
  - c. Single parent
5. **Singles** (Table 8, page 33)
  - a. Young adults 20-39 years
  - b. Adults 40-49 years
  - c. Mid-life Adults 50-59 years
  - d. Older Adults 60+ years
6. **Newcomers** (Table 9, page 36)
  - a. Refugees
  - b. Migrants from within the United States

\* Projections for the total metropolitan region and by county can be found in exhibits at the end of the sub-sections on the corresponding target groups.

# LOCATION OF TARGET GROUP POPULATIONS

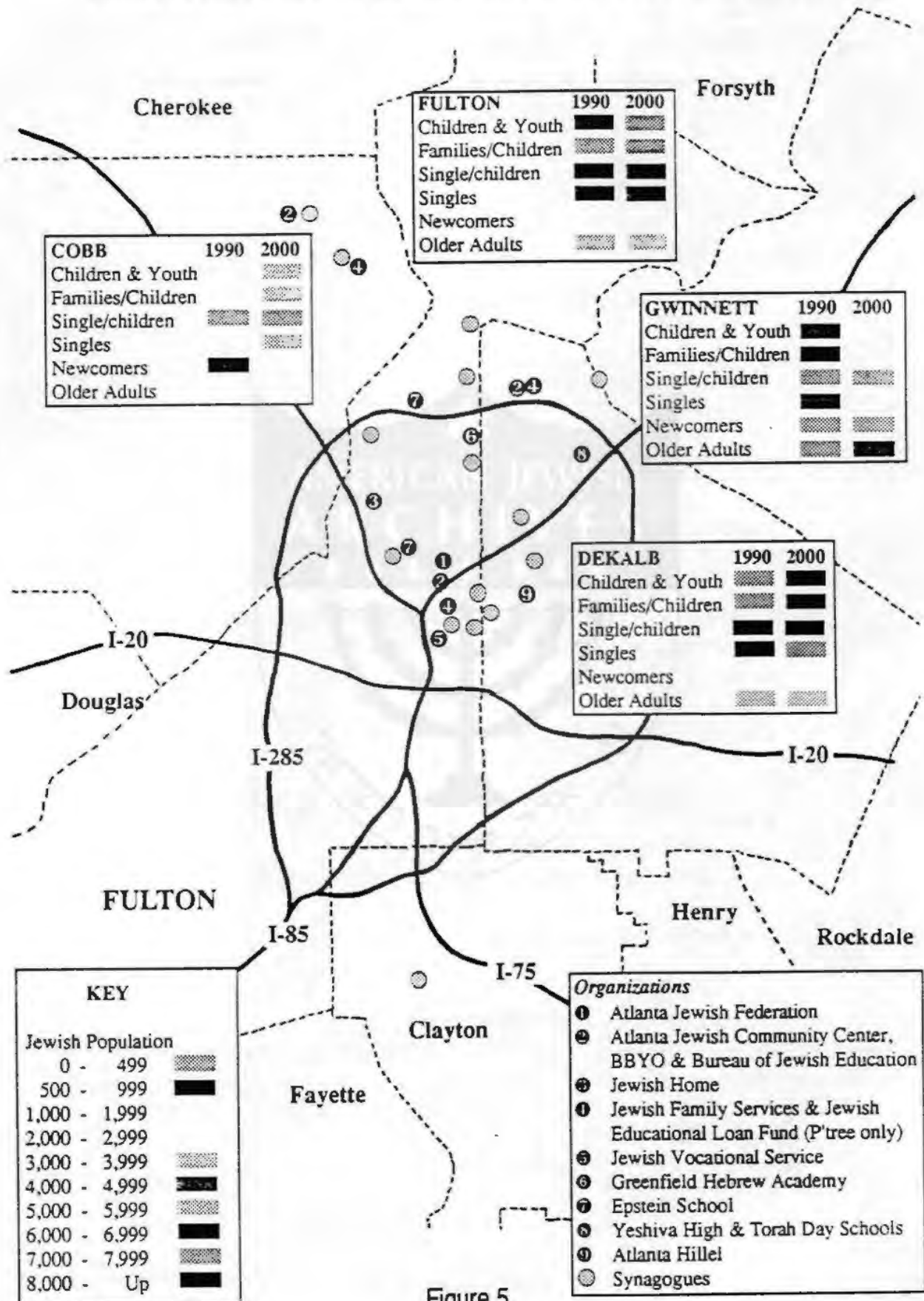


Figure 5

## COMMUNITY SERVICES PRIORITIES

The needs described here are based on information from a variety of sources: the Year 2000 Service Needs Study, special sub-group study papers, the Rabbi Survey, the results of the community forums, the *Ad Hoc Disability Committee Survey*, the *Year 2000 Environmental Scan*, *The Metropolitan Atlanta Jewish Population Study*, publications of the Council of Jewish Federations, information from Jewish Federations in selected cities, publications of the Atlanta Regional Commission, selected social service literature, the Long-Range Plan of the Committee on Aging, key informants and agency plans. It should be noted that special reports were developed on two service groups – youth and young adults and the disabled.

The needs, goals and values of the Atlanta Jewish community formed the basis of the recommendations. Because the need for services will always exceed the resources to provide them, priorities must be defined to guide decisions. Priorities refer to strategic areas of focus to which the majority of resources are to be directed. Strategic goals and yearly operational objectives can be devised within these parameters. **Four strategic priorities were defined and are recommended for Jewish community services.** They are presented below and provide the scaffolding for the recommendations.

### **Fostering Jewish Identity and Knowledge**

To strengthen Jewish community cohesion, increased emphasis must be given to programs and services that inculcate Jewish values and heritage, that strengthen cultural identification, and that promote social integration of newcomers.

### **Serving Individuals and Families at Risk**

To be consistent with Jewish values, emphasis must be given to services which assist persons incapable of independent living or who need a high level of support to live independently, which assist indigent persons, and which assist families and individuals in crisis to restore well-being.

### **Supporting Individuals and Families**

To ensure Jewish survival, emphasis must be given to services that assist families and individuals to avert problems and maintain well-being.

### **Improving the Quality of Life**

To promote cultural identification and cohesion, emphasis must be given to programs and services that regularly bring Jews together for celebration and recreation. Such activities reinforce a sense of community and engender goodwill.

Other factors, however, also influenced the content of the recommendations. These were tactical or managerial considerations that relate to the practical aspects of meeting a broad range of needs of a diverse community within the context of limited resources. Major considerations included:

1. how best to meet the greatest number of needs for the greatest number of people
2. those services best provided by Jewish agencies to Jewish persons
3. services required by unserved or underserved groups
4. services potentially meeting multiple community needs



5. vulnerability of the target group
6. existence or absence of services, current capacity and ease of creation or expansion of service
7. critical mass of persons needing service and geographic location of target population
8. nature of service and alternative forms of delivery
9. long-term implications

Certain themes recur in the recommendations; i.e., community cohesion, interagency coordination, community-wide planning, continuum of assistance, intergenerational exchange, prevention, early intervention, advocacy, and investment in the next generation.

In addition to these considerations, it is not the Federation's intent to duplicate all services offered in the general community nor is it a practical goal. These recommendations emphasize increasing the community's access to the full range of services through strengthened information and referral.

The following three criteria were applied to determine whether a program or service should be offered by a Jewish agency:

- the program or service requires a Jewish component or contributes to Jewish community cohesion or increased Jewish knowledge and identification or
- provides services otherwise unaffordable for certain Jews at risk or those which are difficult to obtain in the general community or
- offers certain services at a higher level of quality than is available in the general community

Social scientists and policy analysts use an analytic tool called the "dependency ratio" as a major indicator of a community's service needs. This is defined as the ratio of older adults and children to the rest of the population. More important than the number itself are the size, condition rate of change of the components of the dependent groups, and the relationship of these two groups to the rest of the population over time. By 1993 the gaps in rates of growth between the older adults and children and the group who will support them will be virtually closed. Older adults will grow faster than children and at about the same rate as active workers by the year 2000. This phenomenon has implications for both the orientation of the service system and for the direction of resource development.

The obvious point of departure then for a discussion of community service needs by target group is older adults and children. The needs of all groups discussed here are presented in composite form emphasizing unmet or insufficiently met needs. For more exhaustive discussions, the reader is directed to reports of federal and state departments of health and human services as well as publications of the relevant advocacy groups. In some instances, in the absence of reliable data specific to target groups in the Atlanta Jewish community, it has been assumed that assessments of basic human needs conducted in the general community or in other urban Jewish communities approximate local needs. Also, it is acknowledged that needs of individuals may vary markedly from those described here.

## OLDER ADULTS

For the first time in history, a majority of people can expect to live 25-30 years beyond middle age. Moreover, advances in medical science and health education have made it possible for more people to experience robust and productive longevity.

By the year 2000, the population of Jewish Adults 60 years and older in metropolitan Atlanta is projected to reach 10,456, a 40% increase since 1984. (See Table 4 on page 16.) While most of the older adults will continue to reside in the established neighborhoods of the City of Atlanta and DeKalb County, the newer areas of Fulton County outside of the City, and the counties of Cobb and Gwinnett will experience rapid rates of growth (142%, 146% and 159% respectively). This trend toward suburbanization among older adults is likely to be even more pronounced in the next generation.

The Council of Jewish Federations has estimated that American Jewish communities have 25% more older adults than the general population. While the Atlanta Jewish community is among the younger ones, in 1984 its median age was higher than that of the general population, 33.2 years versus 31.1 years. The phenomena of increased life expectancy, historic population surges and declining fertility rates among Jews, could gradually produce an inverted pyramid effect. Thus, careful planning for how best to serve as well as to utilize the skills of older adults is critical.

One of the primary ramifications of longer life spans is that the older adult population is fast becoming multigenerational and, thus, more heterogeneous than any of the target groups. The central challenge for service planners and policy makers then becomes, on the one hand, how to segment older adults to account for their diverse characteristics and needs. On the other, it is recognizing that aging is also a universal experience, and devising core services to assist older persons with the issues, problems and events they all eventually face.

In general, the basic needs of older adults do not differ dramatically from those of other adults. They need: an adequate income; optimal physical and mental health; comfortable housing; appropriate employment (if desired); supportive personal relationships; cultural, social, educational and recreational activities; and opportunities to contribute to the community.

A useful construct for determining or preventing the need for services is the "degree of vulnerability." The degree of vulnerability at any stage of life is determined by the following factors in combination:

- age
- physical and mental characteristics
- physical and mental health and functioning
- income
- living arrangement
- personal support system

Weakness in any one of these areas increases the likelihood of problems or breakdowns in any of the others and multiplies the risk of dependency and the need for services.

For older adults the capacity to influence the factors that determine vulnerability diminishes inexorably over time. Helping older adults to maintain an appropriate balance among the factors and to solve the problems

that inevitably arise from extreme vulnerability among the most fragile will become a major responsibility and challenge for the community.

The Committee on Aging estimates that 20% of the older adult group is extremely vulnerable. Approximately 15% are infirm, requiring intensive community based services. Another 5% require institutionalization. National estimates range as high as 10%. The segment of the older adult population over age 85, prime candidates for institutional long-term care, has increased substantially. This group is growing faster than any other segment of the older adult population.

There is general agreement among experts and older adults themselves that aging persons should be assisted to remain in their own residences for as long as is feasible. In addition, they should be encouraged to lead active lives within the constraints of any physical or mental impairments. Although there currently exists a commendable variety of older adult services offered by Jewish agencies, expansion will be required to meet the need and to achieve a continuum of care. New service options, geographic locations, increased program capacity and new service delivery modalities will need to be explored.

The Committee on Aging identified two groups of needs that are considered urgent. The first group – health services (including home health care), housing and expanded information and referral services – was termed the most pressing. The second group – programing, transportation, individual and family counseling and nutritional services – was identified as the next level of priority.

Single older adults and older adults living alone will need special attention. Such persons are potentially more vulnerable to problems and less able to rebound from setbacks. Remaining self-sufficient yet connected are keys to a higher quality of life for older adults. Consistent outreach, monitoring and pairing programs matching older adults with younger partners or other older adults are cost effective ways to prevent problems or to intervene early when problems occur.

Families and other caregivers will need support, education and periodic relief from their responsibilities.

## **Recommendations**

**It is recommended that the current continuum of services to older adults be developed further, with special emphasis on geographic dispersion of services, information and referral, home health care services, transportation, outreach to persons living alone and programing for the able-bodied that includes new mechanisms for utilizing their accumulated experience to assist other target groups and to help other, more frail older adults.** Figure 7 on page 15 presents a recommended continuum of services for older adults, adapted from *The Handbook of Geriatric Care*, 1982, T. Wetle, Editor.

The services delineated provide the full spectrum of support from very minimal to very intensive. Services provided in-home and in the community buttress an older adult's capacity for independent living, assisting him or her to defer or avoid institutionalization.

**Increased advocacy for public policy changes is also recommended.** In this area, older adults should be encouraged and supported in advocating for themselves. As the population of older adults grows, it will wield ever increasing influence over public policy and should be drawn upon to support public policy initiatives for other groups as well.

# CONTINUUM OF SERVICES FOR OLDER ADULTS

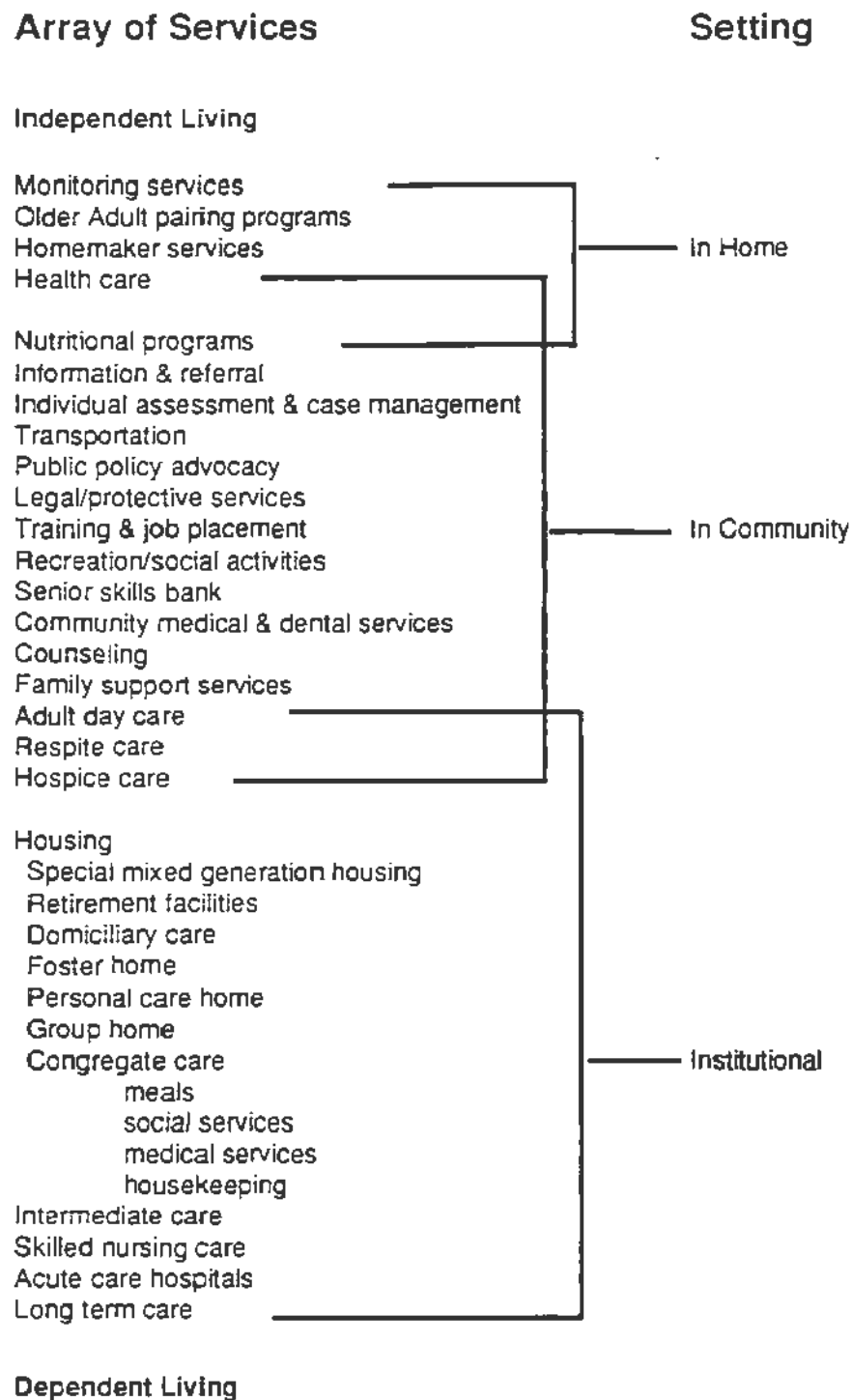


Figure 6



**TABLE 4**  
**OLDER ADULTS 60+ YEARS**

<b>Total</b>	<b>Infirm (15%)</b>	<b>Institutionalized* (5%)</b>
<b>Projections</b>		
1984 - 7,445	1,117	372
1990 - 8,514	1,277	426
1993 - 9,097	1,365	455
2000 - 10,456	1,568	523
(40.4% increase)		
<b>Geographic Distribution</b>		
<b>DeKalb County</b>		
1984 - 2,904	436	145
1990 - 3,116	467	156
1993 - 3,275	491	164
2000 - 3,586	538	179
<b>Fulton County</b>		
1984 - 3,052	458	153
1990 - 3,320	498	166
1993 - 3,502	525	175
2000 - 3,921	588	196
<b>Cobb County</b>		
1984 - 1,050	158	53
1990 - 1,337	201	67
1993 - 1,501	225	75
2000 - 1,872	281	94
<b>Gwinnett County</b>		
1984 - 253	38	13
1990 - 349	52	17
1993 - 409	61	20
2000 - 554	83	28
<b>Remaining Counties</b>		
1984 - 158	24	8
1990 - 383	57	19
1993 - 429	64	21
2000 - 533	80	27

\* Estimate used by the Committee on Aging in its long-range plan. Estimated number of Jewish persons in institutions this year: 250.

## CHILDREN AND YOUTH

The number of Jewish children and youth is projected to reach 19,286 or increase 33.1% by the year 2000. As the total community grows and ages, however, children and youth as a percentage of the population will show a slight decline from 24.5% between 1984 and 1993 to 23.3% for the rest of the next decade. Table 5 on page 22 shows the estimated sizes of the cohorts within the target group. Very young children from birth through age four will be the largest group followed by young adolescents. An estimated 49.4% of Jewish children and youth will live in Cobb, Gwinnett and Fulton counties (outside the City of Atlanta). DeKalb County will continue to have the highest number of young people but a low percentage increase in comparison to the other counties. Fulton, (outside the City of Atlanta) Cobb and Gwinnett counties will increase 73%, 57% and 145% respectively.

### Needs of Children – Birth to Twelve Years

The needs of children from birth through twelve years are comparatively less complex than the needs of adolescents. Although their developmental tasks are equally important, children are not yet struggling with the transition to adulthood and the dilemma of flouting or acquiescing to authority. Their well-being is primarily a function of the security of the family environment and the arrangements made for them.

Early childhood is the period of greatest growth of a person's life. Experiences or treatment during early childhood can have life-long consequences for a person's cognitive, social, emotional and physical development. Developmental psychologists and educators consider early childhood to span the years from birth to age eight, on average. The rate of growth peaks in the first three or four years. During this phase especially, children need close, consistent relationships with nurturing adults who can provide stimulation, reassurance and physical safety. In addition, each child needs caregivers who are knowledgeable about child development and can give vigilant attention to its individual progress. Through such vigilance, early detection of handicapping conditions or other problems can result in early interventions that increase a child's chances of reaching its full potential. Similarly, early assessment of special gifts and talents can insure that they are brought to fruition.

The research on the long-term consequences for young children of constant, full-day child care outside the home is inconclusive and conflicting. Yet, it is clear that the escalating number of working mothers is forcing families to seek child care in record numbers. Enrollments across the country have nearly doubled in the past decade. Nationally, the percentage of working mothers with children under age six increased from 30% to 57% between 1970 and 1987 and the percentage of working mothers with children under age one increased from 24% to 51% during the same period.<sup>1</sup>

In the broader community, child care quality is uneven and the quantity is very limited. Within the Jewish community, the quality of existing child care programs is high, but they are meeting only approximately 10% of the potential demand. The number and capacity of child care programs will need to be expanded to assist families to protect and nurture their young children.

School age children in the primary grades are completing the developmental tasks begun in the first phase of early childhood. In addition to negotiating these hurdles, children also must adjust to the more structured

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<sup>1</sup> Sources: U.S. Department of Labor and publications of Child Care, Incorporated, 275 Seventh Ave., New York, New York 10001.

learning environment of school. It is equally critical in this last phase of early childhood to allow children to progress at their own rates. Academic objectives should be appropriate to a child's stage of development rather than chronological age or grade level in these early school years. When stage of development and academic objectives are not appropriately paired, children experience failure at a time in their lives when failure should not be possible. Collaboration between home and school can foster a positive school experience. Innovative programs that support working parents in building linkages with schools are needed.

The period between age eight and age 11 or 12 is normally the most problem-free stage of childhood. It is characterized by developmental tranquility or straight-line physical, emotional, cognitive and social growth – if all went well during early childhood. Just prior to the hormonal upheaval of puberty, this is often considered the halcyon period for children, parents and teachers alike. It has become, however, an age when children are more frequently left unsupervised. Age-appropriate supervision, positive school experiences, enriching out-of-school activities and opportunities to develop close, same-sex friendships are the primary needs at this stage. For working parents, child care programs for school age children through at least age 12 are critical. Innovative after-school programs that include Jewish education and provide transportation are needed.

## Youth – 13 to 18 Years

Adolescence is widely acknowledged to be the last developmental hurdle in the process of becoming an adult. It is second only to early childhood in the magnitude of changes and their influence on later life.

*Youth is a period of (1) experimentation with growing capacities, (2) values clarification, (3) developing [self-awareness] in association with peers and others with whom they interact, and (4) progressive withdrawal of and from adult care. These changes are age-specific, occur in a continuum, and differ respectively for pre-adolescent and adolescent boys and girls.*

*Community, family, school, and religious institutions play a significant role in socializing youth. The Jewish community has an opportunity to play a major part in this developmental process. Yet it appears that service provision for this age group is not a priority focus in most Jewish communities around the country. The unfortunate paradox is that this is a critical time for Jewish identity formation, perhaps more critical than the elementary school years.<sup>1</sup>*

While for some individuals adolescence may span more than a decade, the period of greatest intensity for most is between the ages of 11 or 12 and 18 or 19 years.

For young adolescents (12 to 14 years), the quest for autonomy is paramount. Schwarz reported that as young adolescents attempt to take responsibility for their own decisions, peer influence increases in importance and parents and children are renegotiating the distribution of power and redefining limits. During early adolescence, youth begin to adopt more adult preoccupations. Finding a mate, getting a good job, having a happy family (often in contrast to their current living situations) and being successful are concerns which begin to loom large. Contemporary youth seem to give low priority to global issues and helping others. Yet many youth express high levels of anxiety about global disasters, such as nuclear war

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<sup>1</sup> Susan E. Schwartz, *Youth/Young Adults Service Needs*, March, 1989.

and deterioration of the environment. For too many youth, unstable family life has intensified the feelings of insecurity and uncertainty normally associated with early adolescence. Many report concerns about divorce and intermittent suicidal feelings.

Currently, very little exists for young adolescents. The B'nai B'rith Youth Organization has recently discontinued programs for eighth graders. Programs and services geared for young adolescents should be given high priority.

Jewish youth in late adolescence are extremely college oriented and feel considerable pressure to be admitted to "the right college." "The right college" is seen as the direct route to "the right job" which in turn will enable them to establish an upper middle class lifestyle. In addition, older adolescents report increased pressure to experiment with drugs and to prove themselves sexually. Researchers have found that this age group has very little leisure time and experiences high levels of anxiety about reaching their goals.<sup>1</sup> Programs that assist older adolescents to cope, to identify a broader range of options for themselves, to enhance their self-esteem, to increase their sense of personal power over their futures, and to feel protected are needed.

In general, programing for teenagers from early to late adolescence is critically needed.

## **Recommendations**

### ***Children – Birth to Four Years***

**Expanded availability of well-structured child care programs is recommended. In addition to the existing program designs, three other features are recommended for consideration:**

- sick child day care - a resource for working parents whose children cannot attend nursery school for a short time and do not require hospitalization
- early intervention - programs that include screening for handicapping conditions and special interventions to correct or mitigate them
- special needs day care and respite care – programs for children with diagnosed handicapping conditions

### ***Children – Five to Twelve Years***

**Expanded availability of school age child care, Jewish education and recreational and cultural programs, especially beyond the Perimeter, is recommended. Program content and design should include:**

- opportunities to identify and explore talents and interests
- cultural heritage education

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<sup>1</sup> Susan E. Schwartz, *Youth/Young Adults Service Needs*, March, 1989.



- content appropriate for children with handicapping conditions
- information and referral for both children and parents
- parent support and education
- academic or study skills assistance
- fitness and nutritional assessment
- transportation

Programs should not be planned without parental involvement.

## Recommendations for Youth – 13 to 18 Years

Ideally, programs and services for youth should parallel the major developmental tasks and milestones of adolescence. While development occurs in a predictable sequence, the rate and manner of negotiating the stages differ according to personality, gender and many other variables. The tasks are common to all adolescents regardless of the historical moment in which they live. Yet programs will need to reflect the societal context in which adolescents are expected to reach majority. It is the context which determines, to a large extent, the relative ease or difficulty of the maturation process. By all accounts such social forces as the increasing mobility of families, higher divorce and re-marriage rates, greater acceptance of early sexual involvement, universal availability of addictive substances and inordinate emphasis on competition contribute to higher levels of anxiety and insecurity and, in general, the "hurried childhood" syndrome.

The role of the service system, then, is to be an institutional and communal partner in protecting and nurturing youth. A primary objective is to provide an array of programs that supports families in fostering the healthy development of their adolescents and, by so doing, strengthen the feeling of belonging of the entire family to the Jewish community.

**It is recommended that expansion of programs and services for adolescents be given high priority. Immediate emphasis should be placed on young adolescents for whom very little exists.** The content of key components of a comprehensive youth services program is outlined below. The components are linked to major adolescent tasks and skill development needs.

In general, all programs and services for adolescents should have some common elements:

- mechanisms for involving adolescents in planning
- timely communication with parents; marketing and outreach
- accessibility (including convenient scheduling and location, reasonable fees, minimal pre-requisites for participation, equal opportunity to participate, transportation)

- mechanisms for releasing frustration and expressing youthful exuberance
- acceptance of and appreciation for individual differences

## Program Content Areas

**Values Clarification.** A program cluster that assists youth to identify, articulate, and examine their standards of personal conduct. Such programs should be age specific.

**Decision-making.** Programs that assist youth to develop decision-making and problem-solving skills. Program design should include theoretical and experiential elements.

**Group Process Skill Development.** Programs that provide “opportunities to participate in meaningful, productive activities where efforts are coordinated with others toward a desired end.”<sup>1</sup> Such programs assist adolescents to develop both leadership and group membership skills.

**Peer Relations, Social and Recreational Programs.** A range of “opportunities to establish positive peer group relations to...[deepen]...a sense of belonging”.<sup>1</sup> A key aspect of such programs is channeling peer interaction so that teens' self-esteem is strengthened while they also learn to appreciate the uniqueness of others.

**Experimentation and Exploration.** Programs that provide opportunities to explore interests through volunteer work, internships, and performing arts.

**Family Life Education.** Specific educational programs for adolescents on relationships, parenting and family planning, and health issues such as AIDS and substance abuse.

**College Support Services.** Expanded availability of college counseling and testing as well as financial aid.

**Role Models and Mentors.** Programs that match youth with adults other than their parents.

**Jewish Education.** Expanded availability of day school opportunities and of supplementary education programs which inculcate Jewish heritage and values as well as intensify the motivation to affiliate in adult life.

**Individual and Group Counseling.** Expanded availability of counseling services that include informal counseling. Adolescents often have a need for “just someone to talk to” on a situational basis.

**Increased advocacy for changes in public policy affecting the welfare of children and youth is also recommended.**

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<sup>1</sup> Susan E. Schwartz, *Youth/Young Adult Service Needs*, March, 1989.

**TABLE 5**  
**CHILDREN AND YOUTH**

Age Group	Total 0-18	0-4	5-9	10-14	15-18
<b>Projections (Total Region)</b>					
1984	14,487	4,535	2,560	4,335	3,037
1990	15,792	5,047	2,849	4,825	3,380
1993	16,841	5,324	3,006	5,090	3,566
2000	19,286	6,033	3,406	5,767	4,040
(33.1% increase)					
<b>Geographic Distribution</b>					
<b>DeKalb County</b>					
1984	5,650	1,768	1,000	1,695	1,187
1990	5,780	1,850	1,040	1,792	1,237
1993	6,063	1,916	1,079	1,851	1,285
2000	6,615	2,070	1,171	1,985	1,389
<b>Fulton County*</b>					
1984	5,940	1,859	1,051	1,782	1,247
1990	6,159	1,971	1,109	1,909	1,318
1993	6,484	2,048	1,154	1,958	1,375
2000	7,232	2,264	1,280	2,170	1,519
<b>Cobb County</b>					
1984	2,043	639	362	613	429
1990	2,479	793	446	768	531
1993	2,779	878	495	839	589
2000	3,453	1,081	611	1,036	725
<b>Gwinnett County</b>					
1984	493	153	87	148	104
1990	647	207	116	200	138
1993	758	230	130	220	154
2000	1,022	320	181	307	215
<b>Remaining Counties</b>					
1984	304	95	54	91	64
1990	711	227	128	220	152
1993	792	250	141	239	168
2000	984	308	174	295	207

\* Includes the City of Atlanta. Between 1984 and 2000, areas of Fulton County outside the City of Atlanta will experience a 73.3% increase compared to the 21.8% increase for all of Fulton county.

## THE DISABLED

The disabled population includes a wide spectrum of ages, family backgrounds, conditions, levels of severity and service needs. The lack of consistent definitions often confounds both service planners and service seekers alike. In her report, *The Disabled Jewish Population: Metro Atlanta*, for the Community Services Task Force, Susan Schwartz described the problem. "The term 'disabilities' connotes a variety of disorders – physical disabilities, mental illness, mental retardation, and learning disabled, to name a few. The overlapping nature of disabilities, as indicated by the frequent occurrence of multiple handicaps among those who are moderately or severely disabled, further complicates the issue of description and definition."<sup>1</sup> Definitions often vary according to the purposes for which the definitions are used. For example, definitions used by diagnosticians for certain conditions may differ from those used by governmental agencies or advocacy groups.

The Schwartz report delineates three major categories of disabled persons:

1. developmentally disabled
2. learning disabled
3. physically disabled

She defines developmental disabilities as "chronic mental and/or physical impairments which have a pervasive effect on an individual's functional activities."<sup>1</sup> Diagnosticians frequently stipulate in their definitions that the condition must have been present at birth and cause significantly diminished functioning in multiple daily living skills areas. Other experts may describe persons as developmentally disabled who were developmentally normal at birth but whose development was arrested prior to reaching full maturation by some precipitating event. In both instances, to be eligible for services through local school systems until age 21, such persons must have been determined to be developmentally disabled prior to the age of 18.

*A learning disability is a disorder in one or more of the basic psychological processes involved in understanding or in using language, spoken or written. It may manifest itself in an individual's ability to listen, think, speak, read, write, spell, or [perform] mathematical calculations. Learning disabilities include such conditions as dyslexia, minimal brain dysfunction, brain injury, perceptual handicaps, and developmental aphasia. This term does not include learning problems which are due to visual or hearing impairment, motor handicaps, mental retardation, emotional disturbance or environmental, cultural, or economic disadvantage. A learning disability also may impair social development.<sup>1</sup>*

Physically disabled persons suffer from physical impairments which, however severe, do not affect cognitive processes. "Generally, occurrences of common physical handicaps in the non-elderly population include blindness, and those resulting from strokes, heart attacks, and other medical problems."<sup>1</sup> The needs of disabled persons are assessed on the basis of the nature of the disability and the age of the individual. Special emphasis should be placed on early intervention, which has been shown to have long-term benefits.

In response to the growing concern about the disabled Jewish population, an *ad hoc* advisory committee on disabilities was convened which commissioned a report describing the current status of services. The

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<sup>1</sup> Susan E. Schwartz, *Report on the Disabled Jewish Population Metro Atlanta*, March, 1989.

*Ad Hoc* Committee on Disabilities also conducted a survey to obtain more specific information about the circumstances of the disabled in the Jewish community.

The results of the Disability Survey and the Schwartz Report confirm that acute areas of need for disabled Jewish persons and their families are:

- information and referral
- early intervention
- assistance in gaining access to the larger social services system after age 21
- vocational services
- social and recreational activities
- family support and respite care
- group residential facilities
- wheelchair accessible facilities
- interpreters for the hearing impaired at events

In recent years, the epidemics of drug abuse and Acquired Immune Deficiency Syndrome have been increasing the incidence of handicapping conditions in infants. While the trend is not yet evident in the Atlanta Jewish community, the *Ad Hoc* Disabilities Committee has underscored the need to cooperate with agencies in the general community in taking preventive measures and monitoring the progress of the problem.

Table 6, page 26, shows the projections for some categories of disabilities. If we assume that the ratio of disabled children and youth to the total disabled population is the same as that of non-disabled children and youth to the total population, we see that without expansion of the four existing programs, disabled children and youth will be severely underserved. The Disability Survey found that families of disabled children were particularly desperate for assistance.

As a distinct target group, the disabled have been underserved. In recognition of this fact and the need for careful planning, the Federation has convened a committee and hired a consultant to develop specific initiatives. The recommendations which follow reflect the findings of the *Ad Hoc* Committee on Disabilities and offer advice on needed emphases.

## **Recommendations**

**It is recommended that a continuum of services be established for the disabled and their families. Priority for implementation should be given to services for children and young adults since a near vacuum exists for these age groups. Other specific recommended service priorities are:**

- comprehensive early intervention services for children birth through three years
- central information and referral and topical information bulletins for families
- parent/caregiver support groups and counseling
- expansion of respite care capacity for disabled children and adults



- expansion of special education within day schools, child care programs and religious education for the developmentally disabled appropriate for the level of functioning
- expansion of social, cultural and recreational opportunities, including day and residential camps
- case management
- expansion of group home capacity (current group home can accommodate only six persons)
- special vocational training, job development and placement
- making communal facilities wheelchair accessible

In general, services for the disabled should be well coordinated through a lead agency whose staff includes persons trained in the area of developmental disabilities. Moreover, given the special nature of the services, close linkages with services in the broader community should be developed to insure that disabled persons and their families have access to the broadest range of assistance available.

**TABLE 6**  
**THE DISABLED\***

Estimated Prevalence Rates		
Developmentally disabled persons = 1.8% of population**		Physically disabled persons = .94% of population***
	Developmentally Disabled	Physically Disabled
<b>Total Region Projections</b>		
1984	1,064	555
1990	1,216	635
1993	1,300	679
2000	1,494	780
	(40% increase)	(41% increase)
<b>Geographic Distribution</b>		
<b>DeKalb County</b>		
1984	415	216
1990	445	232
1993	468	244
2000	512	268
<b>Fulton County</b>		
1984	436	228
1990	474	248
1993	501	261
2000	560	293
<b>Cobb County</b>		
1984	150	78
1990	191	100
1993	215	112
2000	267	140
<b>Gwinnett County</b>		
1984	36	19
1990	50	26
1993	59	31
2000	79	41
<b>Remaining Counties</b>		
1984	22	12
1990	55	29
1993	61	32
2000	76	40

\* Reliable prevalence rates for learning disabilities are unavailable because the definitions of the condition vary and are so broadly interpreted and applied.

\*\* Governor's Council on Development Disabilities

\*\*\*Vital and Health Statistics, Series 10-135, National Center for Health Statistics

## FAMILIES

In 1985, the United States Internal Revenue Service recorded 13 different family patterns indicating that the definition of "family" is changing dramatically. For the purposes of this study three family patterns are highlighted: families with children, single parent families, and families without children (married and unmarried couples living in the same household).

### Families with Children

Families with children under 23 years comprise 43.8% of Jewish households in Metropolitan Atlanta. Table 7 on page 30 shows the population projections for families. While there are no data on how this pattern is changing, average household size is projected to decline from 2.26 in 1984 to 2.01 in the year 2000. This suggests there will be fewer families with children. Currently, 83.6% of families with children have no more than two.

The greatest need of families with young children is for child care. The need is even greater for single parent families (5.7% of all households) and two working parent families. No specific data are available on two working parent families; however, 58.6% of spouses of Jewish principal wage earners are employed. This information along with other household characteristics suggests that a significant percentage of families with children are two working parent families.

The Service Needs Study found that Jewish services were used most heavily for services provided to young children: pre-school, day care and camp. In addition, it reported that the young families living outside the Perimeter were heavy users of such services whether they were offered by Jewish or non-Jewish agencies.<sup>1</sup>

Because the youngest of the baby boomers will reach the end of their fertility peak in the year 2000, and because this large population group has generally deferred child-bearing, we can expect that the need for child care will continue to be acute well into the first decade of the next century. The most pronounced need is likely to be for pre-school child care since children, birth through age four, will comprise the largest group of the 0-18 years population.

Supporting the findings of the Service Needs Study were the community forum participants who agreed that day care is a major need, particularly in suburban areas to which the population of young families is shifting.

Many young families are relatively more economically fragile and need financial, legal and career counseling as well as job placement assistance. Yet those most inclined to use services are relatively affluent, living beyond the Perimeter.

Clearly, outreach to struggling families with young children and greater availability of subsidies for services are needed.

Families with older children (adolescents) are least likely to use Jewish agencies for services, according to the Service Needs Study. This finding can probably be attributed to the fact that comparatively little exists for young adolescents. In addition, the college counseling and testing services in which older adolescents are intensely interested are currently over subscribed.

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<sup>1</sup> Alan Abramowitz, *Report of the Results of a Service Needs Study of the Metropolitan Atlanta Jewish Community*, March, 1989.

Families with older children need parent education and support programs to assist them with guiding their children through adolescence, expanded college counseling programs, expanded availability of scholarships and loans for college, and recreational and social programs which attract their children.

Households without children comprise 56.2% of all households. No specific data exist on how many of these are households of childless couples. Yet we know from national studies that married couples and "roommates" are opting increasingly not to have children. These "non-traditional" families will need greater focus in the future. Their needs should be considered in designing programs.

Single parent families are perhaps the most beleaguered of the family types discussed here. A study conducted by the Federation of Jewish Agencies of Greater Philadelphia found that regardless of differences in age, income and social standing, the areas of major need for single parent families were the same and in the same order of priority. They were:

1. legal counseling
2. economic counseling (loans, taxes, income adequacy, health care)
3. career counseling and job placement
4. personal support, i.e., child care, friends and social outlets, periodic relief from responsibilities
5. affiliation (synagogue membership is often too expensive but single parents feel a strong need to belong)
6. opportunities to meet new potential mates
7. information and referral

National studies on single parent families confirm that they all confront the same problems. Nonetheless, it will be important to seek the assistance of a cross section of single parents in the Atlanta Jewish community in shaping local programs and services.

Increasingly, families of all types and ages are coping with caring for older relatives, raising their children and managing careers with no one consistent person to manage family life. Not infrequently, older children return home to live at a time when parents had planned to devote more attention to themselves. Older adults may find themselves assuming responsibility for their grandchildren because of divorce or other family problems imperiling the healthy development of children. Thus, the growing number of multigenerational families will need support in managing their new configuration of responsibilities.

## Recommendations

**It is recommended that services to families focus on expansion in nine areas:**

- child care – pre-school, school age, no school, summer programs, and sick child day care
- subsidies for services (the sliding scale may need to be refined to accommodate young families who have little disposable income)
- college counseling and testing
- parent support and education
  - a. information and referral
  - b. group counseling
  - c. child and adolescent development (publications as well as seminars)
  - d. “extended family” programs (e.g., People Are Loving)
  - e. respite care
- single parent services (a body of services should be targeted specifically to this group and be assigned to a lead agency)
- financial and legal counseling
- employment assistance for families facing sudden loss of employment
- family counseling, support groups and community education programs focusing on the stresses and responsibilities of multigenerational families
- family leisure activities that provide opportunities for family members to relax together



**TABLE 7**  
**FAMILIES\***

	<b>With Children<sup>1</sup></b>	<b>Single Parent<sup>2</sup></b>
<b>Projections (Total Region)</b>		
1984	11,456	1,491
1990	14,082	1,843
1993	15,568	2,049
2000	18,931	2,492
	(65.2% increase)	(67.1% increase)
<b>Geographic Distribution</b>		
<b>Dekalb County</b>		
1984	4,468	581
1993	5,604	738
2000	6,493	855
<b>Fulton County</b>		
1984	4,697	611
1993	5,994	789
2000	7,099	934
<b>Cobb County</b>		
1984	1,165	210
1993	2,569	338
2000	3,389	446
<b>Gwinnett County</b>		
1984	390	51
1993	701	92
2000	1,003	132
<b>Remaining Counties</b>		
1984	241	31
1993	732	96
2000	965	127

\* Data have not been collected specifically on childless married couples or "roommates" living as a family. This group's ties to the community are likely to be weak.

<sup>1</sup> 43.8% of all households

<sup>2</sup> 5.7% of all households; 13% of households with children

## SINGLES

In this report, "single" describes all adults not currently married. Table 8 on page 33 shows how this population is projected to grow. Although the population projections for this sub-group include single parents, the needs discussed here do not include those related to parenthood. The special needs of the single parent have been explored in the section on families.

In their early twenties, most young Jews are completing college and professional or graduate school (90% attend college). Susan Schwartz' report on the service needs of youth and young adults describes this group as "career oriented, seeking high income and high status jobs, and ...under great pressure in a competitive environment. [They] are generally not part of a community or groups,...are at ease with their [Jewishness] but Jewishly illiterate and unconcerned .... "Very few affiliate with Jewish organizations, such as Hillel. A significant percentage (22%) in a study conducted by the Minneapolis Federation reported having personal and family problems.<sup>1</sup>

Schwartz concluded: "This age group...needs help developing new friendships, maintaining friendships, dating, developing family relationships, and dealing with intimacy, substance abuse, and sexual issues. Additionally, career counseling emerges as a need."<sup>1</sup>

In general, the primary dilemmas of this age group are developing plans for their adult life and becoming connected.

In the decade between the mid-twenties and mid-thirties, career development issues continue to be a major concern as well as relationships and family planning (especially for women).

Major life changes begin to be seriously entertained about age thirty-five and making these changes may preoccupy an individual for the next decade of his or her life and longer.

The contents of these decisions tend to be predictable. They include:

1. career changes that may require starting over professionally or returning to school
2. relocation
3. issues related to marital status; i.e., marriage or remarriage, finding a mate, divorce or separation, remaining unmarried permanently
4. child bearing or adoption (either as a single person or marrying in order to become a parent)
5. establishing financial security - especially for old age
6. establishing meaningful personal commitments not related to career or potential mates (such as volunteer work)

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<sup>1</sup> Susan E. Schwartz: *Youth/Young Adult Service Needs*, March, 1989

7. preparation for middle age

8. taking care of older family members

Given the large percentage of the Jewish community, not just singles, that will be grappling with these dilemmas (approximately 36.5% of individuals including married persons in this age range), a dramatically increased demand for a range of counseling services can be anticipated. Single persons who are less encumbered by other family concerns are more likely to be focused on these personal dilemmas and more inclined to seek services.

The needs of the single older adult have been discussed earlier under "older adults".

## **Recommendations**

**It is recommended that services to the singles population receive greater emphasis since they will comprise more than 25% of the community by the year 2000. This is the group that is least likely to be actively affiliated.**

Key areas for consideration are:

- social, recreational and cultural activities (age specific) that provide opportunities for Jewish singles to meet one another
- outreach for all age groups
- career and employment counseling
- job placement assistance for unemployed persons experiencing financial crisis
- mentoring (for young adults and women of all ages)
- individual and group psychological counseling, information and referral
- leadership development (particularly for younger singles)

# TABLE 8

## SINGLES

	Young Adults 20-39 Years (69.3%)*	Adults 40-49 Years (13.1%)*	Mid-Life 50-59 Years (4.3%)*	Older Adults 60+ Years (13.2%)*
<b>Projections</b>				
1984 - 15,445	10,703	2,147	664	2,039
1990 - 17,703	12,268	2,461	761	2,337
1993 - 18,874	13,080	2,623	812	2,491
2000 - 21,686	15,028	3,014	932	2,663
Total (40.4% increase)				
<b>Geographic Distribution (100%)</b>				
<b>DeKalb County</b>				
1984 - 6,024	4,175	789	259	795
1993 - 6,795	4,709	890	292	897
2000 - 7,438	5,155	974	320	982
<b>Fulton County</b>				
1984 - 6,332	4,388	829	272	836
1993 - 7,266	5,035	952	312	959
2000 - 8,132	5,635	1,065	350	1,073
<b>Cobb County</b>				
1984 - 2,178	1,509	285	94	287
1993 - 3,114	2,158	408	134	411
2000 - 3,882	2,690	509	167	512
<b>Gwinnett County</b>				
1984 - 525	357	69	23	69
1993 - 849	588	77	25	78
2000 - 1,149	796	151	49	152
<b>Remaining Counties</b>				
1984 - 324	225	42	14	43
1993 - 887	615	116	38	117
2000 - 1,106	766	145	48	146

\* Sub-group percentage of total singles population is projected to remain constant. Source: Laurie B. Dopkins, Year 2000 Environmental Scan, December, 1988.

## NEWCOMERS

The *Year 2000 Environmental Scan* projected that most of the growth in the Jewish community will be attributable to in-migration – 68.7% until 1993 and 60.5% for the rest of the decade. This group will be comprised primarily of relatively young, highly educated individuals and families who will settle in the suburban areas. Although the median age among Jews is higher than that of the general population, it is the influx of this younger group that will retard the “graying” of the community. Table 9, page 36, shows the projections for the newcomer population through the year 2000.

The larger groups of newcomers originate from the Northeast (46.2%) and other parts of the Southeast (26.9%). Recently, those who are foreign born have included Soviet refugees. Significant numbers are expected to resettle in Metropolitan Atlanta over the next decade.

All newcomers will need the support of the community in becoming settled and acculturated. While more intensive, coordinated services are needed for refugees, an analogous array of outreach and support efforts for American newcomers also will be needed.

Because the needs of refugees currently are receiving wide attention, the focus here is on the needs of other newcomers.

Newcomers need support at two distinct periods—in the first few weeks after arrival and then during the several months after they have completed the physical relocation process. Key issues and needs of newcomers are:

- familiarization with the metropolitan area
- familiarization with Jewish and non-Jewish services
- help with early daily living problem-solving, characterized by questions such as, “Where do I go for.....?”
- feelings of loneliness and isolation
- re-creating a personal support system
- finding and evaluating educational and child care resources for their children
- becoming involved in the community
- understanding the local mores in order to fit in socially and to be successful professionally
- becoming connected with professional colleagues.



## Recommendations

Since newcomers will be the primary source of growth in the Jewish community, it is recommended that current programs be expanded and intensified in at least the following areas:

- expansion of current Shalom booklet to include other key information on local government and services not provided in the Jewish community
- a pairing program that matches established families or individuals with newcomers and can be the beginning of a personal support system. Host families or individuals would be expected to reach out actively to newcomers via personal and telephone contacts
- orientation to the culture and history of Atlanta and to the history of the Atlanta Jewish community
- assessment of interests and skills and early recruitment for involvement in a community activity
- development of list of community resource people who can offer advice on work-related problems
- follow-up to welcoming events and once a year reprises to bring all Jews together who have re-located in the previous year
- a professional pairing program linking newcomers with established professionals in the same field
- assessment of service needs
- designation of a lead agency for newcomers

**TABLE 9**  
**NEWCOMERS\***

		<b>Northeast (46.2%)</b>	<b>Midwest (15.3%)</b>	<b>Southeast (26.9%)</b>	<b>Abroad (9.2%)</b>	<b>Other (2.9%)</b>
<b>Projections (Region Totals)</b>						
1990	5,833	2,695	892	1,569	537	169
1993	3,175**	1,467	486	854	292	92
2000	6,526***	3,015	998	1,755	600	189
<b>Geographic Distribution</b>						
<b>DeKalb County</b>						
1990	2,135	986	327	574	196	62
1993	1,143	528	175	307	105	33
2000	2,238	1,034	342	602	205	65
<b>Fulton County</b>						
1990	2,275	1,051	348	612	209	66
1993	1,222	565	187	329	112	35
2000	2,447	1,131	374	658	225	71
<b>Cobb County</b>						
1990	916	423	140	246	84	27
1993	524	242	80	141	48	15
2000	1,168	540	179	314	107	34
<b>Gwinnett County</b>						
1990	239	110	37	64	22	7
1993	143	66	22	38	13	4
2000	346	160	53	93	32	10
<b>Remaining Counties</b>						
1990	262	121	40	70	24	8
1993	149	69	23	40	14	4
2000	333	154	51	90	30	10

\* These are Jewish individuals and families who move to Metropolitan Atlanta from elsewhere as distinguished from Jewish births in Atlanta. Yearly immigration of Soviet Jews is projected to be 300 for the next several years for present purposes.

\*\* % increase 1984-1993 = 68.7%

\*\*\*% increase 1994-2000 = 60.5%

## COMMUNITY-WIDE NEEDS AND RECOMMENDATIONS

Several needs have emerged that are common to several or all target groups. The major ones are described in the brief paragraphs below. In some instances, further study during the implementation phase is recommended.

1. ***Centralized information and referral.*** A recurring theme in the strategic planning process has been the need for improved orchestration of information and referral. Providers and users of services cite this area as both a strength and a weakness of current community services. While agencies serve clients well once the clients have discovered the appropriate point of entry, much effort is expended on both sides in order to achieve results. **It is recommended that a computerized information and referral network be developed and installed in all agency locations, the Federation offices, synagogues and other communal organizations. In addition, the development of a yearly comprehensive Jewish community services directory is recommended.**
2. ***Greater geographic dispersion of services.*** Given the trend toward dispersion of the Jewish population to the northern suburbs, it is recommended that further dispersion of services be studied. Accessible services are particularly crucial for children, youth, older adults and the disabled who may have difficulty traveling long distances to services. Because of the expense, the establishment of new satellites or branches should be planned carefully and based on sound information. Less expensive, interim measures should be tried first. (See Appendix C for discussion.) **As a point of departure, it is recommended that the feasibility of establishing a small central transportation unit and mobile services for older adults, children and the disabled be studied.**
3. ***Deeper subsidies for services.*** For some families the cost of day school, trips to Israel for youth, or Jewish child care may be prohibitive. In addition, access to some services is linked to high membership fees which may discourage use of the service. **It is recommended that a review of agency fees be undertaken and an increased number of scholarships be made available.<sup>1</sup>**
4. ***Increased advocacy for public policy changes.*** The Jewish community services system is part of the larger social services system and is, therefore, affected by public policy. In addition, because members of the Jewish community use services in the general community, they are directly affected by public policy governing social services. Thus, public policy has an impact on both Jewish institutions and Jewish individuals. **It is recommended that increased attention be given to advocacy for public policy changes that affect the various target groups.**
5. ***Strengthened linkages with the non-Jewish service community.*** The Jewish community services system can provide a continuum of assistance through information about, evaluation of and referral to services in the general community. In addition, complex social problems such as teenage pregnancy, drug abuse and AIDS affect all groups in society. Since no single group can orchestrate the comprehensive strategies necessary to combat them, joint efforts and pooled resources are required. **For these reasons, it is recommended that linkages to programs and services in the general community be strengthened to increase access of Jewish service seekers to them and to leverage the community's resources.**

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<sup>1</sup> The recommendations of the Community Cohesion Task Force support this recommendation.

6. ***Gender Issues.*** The strategic planning process has not examined the needs of the community from the perspective of gender. Yet the changing role of women has had a profound impact on the fabric of American life. It is considered by many a major antecedent of the changes occurring in family life, the workplace and child-rearing practices. This phenomenon is widely acknowledged and efforts to assist society to adjust to it are underway. Yet the change is a relatively sudden one which has not allowed the field of social services sufficient time to develop adequate responses. The number of households in the Jewish community where both husband and wife are employed is expected to reach 15,800 by the year 2000, a 34% increase since 1984.

Children and youth have become the primary casualties of the change. Too often, families have difficulty providing an adequate level of nurturing and psychological security for their children. The problem has arisen because this activity historically has been the principal preserve of women. Men have had little socialization to prepare them to fill in the gaps. The transition to new behaviors, assumptions, social policy and new institutions clearly has begun and is likely to be a long-lived process.

**The development of program content to address these issues is recommended, especially for adolescent and young adult programs. This area lends itself to intergenerational exchange.**

### III.

## RECOMMENDED ORGANIZATIONAL CHANGES

This section of the report discusses the organizational changes needed to support the service recommendations. It has two parts:

1. The Service System: Characteristics and Generic Services
2. Changes in Structure and Function

### THE SERVICE SYSTEM: CHARACTERISTICS AND GENERIC SERVICES

To meet the needs of a diverse and expanding Jewish population, the community will have to maximize its fiscal and human resources. **For this reason, it is recommended that the Jewish community formalize the concept of a "system of community services."** Here "system" implies both that agencies will continue to address the needs of their constituents within the context of their unique missions and that they will work jointly with other providers toward this end. Collaboration will be an integral part of each agency's mission.

Formalizing the concept of a service system does not signal a new departure. Jewish agencies have a long history of working cooperatively as needs have arisen. It does indicate, however, a change in the extent and regularity of this method of operating. It becomes a deliberate operational strategy employed in the interest of better serving the community. Operating as a system will not mean that agencies must relinquish their autonomy. Rather, they will become more intentionally interdependent.

Several major benefits will accrue both to the community and to agencies. They include:

- increased ability to devise and implement comprehensive responses to service needs
- greater efficiencies in the use of resources and improved cost effectiveness
- expanded access to services and greater ease of use
- improved ability to meet contingencies
- greater community cohesion

**It is recommended that the community services system be characterized by and operate according to consistent principles that advance its overall purpose.** Specifically, the proposed system:

- provides a continuum of services through either direct service delivery or information, referral and counseling regarding services outside the community



- is oriented toward maintenance of well-being, prevention and early intervention
- uses a case management approach to service delivery
- is service oriented or:
  - a. responsive to the needs of the community as a whole as well as to groups within it
  - b. accessible to everyone who wishes to use it within the Jewish community
  - c. easily negotiated by users (i.e., system is not arcane and bureaucratic)
  - d. sensitive to and respectful of the dignity, pride and privacy of users, regardless of age
- facilitates communication for the purpose of planning and coordination among agencies and between agencies and Federation administration
- communicates with the community and reaches out to the unserved and underserved
- provides simple (non-bureaucratic) mechanisms for problem-solving for both users and staff working in the system
- encourages and utilizes effectively volunteer participation for the purpose of maximizing resources
- facilitates intergenerational exchange and fostering cohesion
- has sufficient flexibility to meet changes in community needs
- is cost effective in terms of value to the community
- encourages appropriate involvement of users, benefactors and staff in planning and implementing changes in services
- achieves consistency through the use of a common set of service definitions
- conducts periodic comprehensive needs assessments and self-evaluations to determine how best to serve the community

From the perspective of the service seekers, the components of the system should parallel projected service needs and offer a continuum of assistance. Within a framework of generic services, specific programs can be carried out and changed over time.

**Based on the projected needs, the following framework of generic services is recommended:**

- information, referral, and evaluation of outside services

- counseling
  - a. psychological (group and individual)
  - b. vocational and job placement
  - c. college and educational
  - d. chaplaincy
- education (children, youth, and adults, including the disabled)
  - a. day school
  - b. afternoon school
  - c. Sunday school
  - d. adult (professional and personal development)
  - e. community programs
  - f. supplementary programs (e.g., High School in Israel, leadership development)
- in-home support services (including health care) for frail or disabled members of the community
- child care for pre-school and school-age through 12 years (including the disabled)
- social, cultural, and recreational programs for all ages and conditions
- housing for indigent or frail older adults and the disabled
- hospice, long-term and respite care
- emergency assistance services (including scholarships, reduced fees, and other financial assistance)
- transportation
- refugee resettlement and acculturation
- integration of other newcomers
- planning, technical assistance, and central agency support services

## CHANGES IN STRUCTURE AND FUNCTION

Implementing the concept of a system will require some key changes in structure and function. Recommendations for the major areas affected are summarized in the following paragraphs.

### Planning

Community-wide planning will need to receive added emphasis in order to manage growth and obtain optimum benefit from available resources. Planning for services and capital projects must be viewed from a communal, not a parochial, perspective. Both strategic and operational planning will need to be more centrally focused to guide community development in accordance with community priorities. **For these reasons, it is recommended that the Federation's central role in community planning be strengthened and that the "lead agency" mechanism become the primary operating principle for designing and coordinating service delivery.**

Strengthening the Federation's central role will involve increasing its capacity to identify or recognize unmet needs and stimulate the development of program options to meet them. **The following structural changes in support of this role are recommended:**

1. **The establishment of a central research function.** This capability will enable the Federation to collect, analyze and monitor data on trends in the Jewish community. Such information will allow the community to target its resources more strategically. Decisions to create, expand or retire programs and services, for example, will be better informed. Moreover, authoritative information will be a boon to all parts of the community and serve multiple purposes.
2. **The designation of a lead agency (or other organization, as appropriate) to coordinate service design and delivery for a specified target group or service area such as Jewish education.** Lead agencies will serve as (a) initiators of program development called for by the community services plan and relevant planning sub-committee, (b) convenors of meetings of other agencies and organizations delivering services to the target group, (c) troubleshooters in the event of problems, and (d) points of contact for information and referral. This concept has proven successful in the development of the Committee on Aging's long-range plan and with the resettlement effort.
3. **The creation of a single planning and allocations committee responsible for both planning and allocations functions.** The committee will be comprised of eight sub-committees which will plan for and allocate to target groups and services. Agencies will continue to submit full budgets covering overhead and all programs, but decisions on individual programs will be made by sub-committees. The sub-committees and their functions are:
  - a. ***Planning and Allocations Executive Committee*** – comprised of the overall chair plus all sub-committee chairs and responsible for (1) assigning work to sub-committees, (2) approving sub-committee recommendations before they are sent to the board, (3) determining the amount available for allocation by each sub-committee, and (4) assuming future strategic planning responsibilities.
  - b. ***Planning and Allocations Budget Administration Committee*** – responsible for (1) devising and updating the formula for overhead allocations, (2) reviewing the total budget of each beneficiary agency

and recommending yearly overhead allocations, and (3) monitoring the financial conditions of agencies in accordance with the Federation's fiduciary responsibility to its donors.

- c. **Committee on Aging** – responsible for planning for older adults, and considering allocations to the Jewish Home, Jewish Community Center mature adult program, Jewish Family Services aged program, Louis Kahn Group Home, Jewish Vocational Service senior adult workshop, and any other agency proposing services for older adults.
- d. **Committee on Children and Youth**— responsible for planning for children from birth through age 22, and considering allocations to B'nai B'rith Youth Organization, both Hillels, Jewish Community Center youth and camp programs, Jewish Vocational Service college counseling, Jewish Educational Loan Fund, and any other agency proposing services for children and youth.
- e. **Committee on Families and Singles** – responsible for planning for these target groups (including newcomers) and considering allocations for counseling, People Are Loving, adoption services, and recreational, cultural, and singles programs.
- f. **Committee on the Disabled** – responsible for planning for this group, and considering all allocation requests for services targeted to it.
- g. **Committee on Jewish Education**— responsible for macro-planning for Jewish education and considering allocation requests from the Bureau of Jewish Education, all day schools and the Jewish Community Center pre-school. According to the recommendations of the Jewish Education Service of North America (JESNA), the Federation should assume responsibility for macro-planning and funding. Micro-planning, program coordination, and support services to educational institutions are performed by the Bureau of Jewish Education.

*The Federation accepts ultimate responsibility for insuring that educational needs in the community are identified and met effectively and efficiently. It also establishes the basic priorities among different areas of initiative...Finally, the Federation is responsible for securing and disbursing the funding needed to support the programs and services (both ongoing and new) which it identifies as meriting and requiring community support.*

*The Bureau carries out educational planning at the operational level within the framework established by the Federation. It provides educational expertise and support to the Federation in the course of its planning deliberations and bears primary responsibility for the actual design and implementation of programs. It may assume a coordinative and/or supervisory role in the implementation of programs by other institutions and agencies, and should be involved consultatively in their educational planning. The Bureau also is responsible for identifying and providing the support services needed to implement planning outputs successfully and serves as the Federation's resource for educational evaluation.<sup>1</sup>*

- h. **Resettlement Committee** – responsible for planning and allocations related to resettlement and acculturation.

Figure 7 is a chart depicting the planning and allocations process.

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<sup>1</sup> JESNA, *Jewish Education Review (Part I): Planning for Jewish Education in Atlanta*, May 30, 1989.

## PLANNING & ALLOCATIONS PROCESS

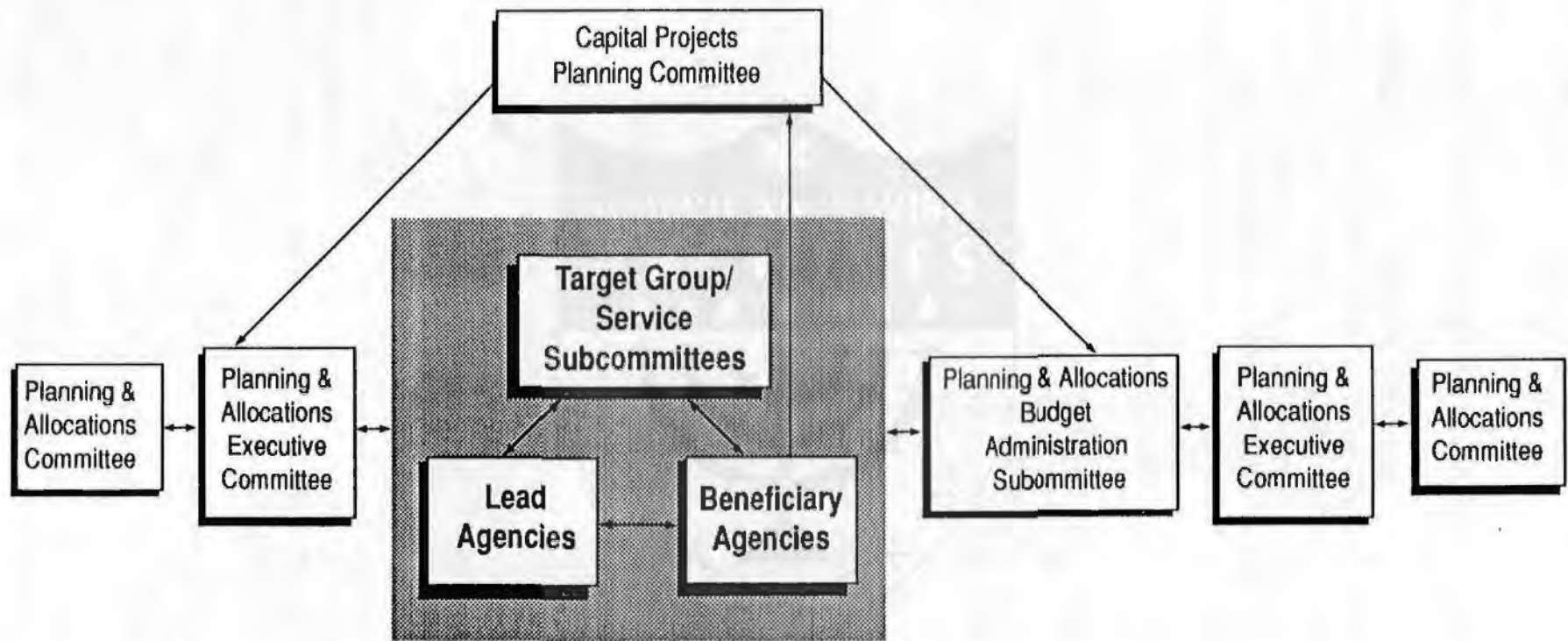


FIGURE 7  
44

← **Community Planning** →      ← **Financial Planning & Allocations** →



One professional from an agency providing services to a target group will be invited to serve, ex-officio, on target group subcommittees for a year on a rotating basis. Because of potential conflict of interest, their participation will be limited to the planning deliberations.

4. **The creation of a capital projects planning committee to coordinate capital expansions in accordance with community priorities.** Appendix C discusses this subject in more detail.

## **Planning and Allocations Process**

There is considerable support among Federation leadership for moving away from deficit funding and toward incentive funding based upon the priorities identified in this community services plan. Those who oppose deficit funding argue that the current approach encourages deficits and is unrealistic when resources cannot keep pace with all the needs of a rapidly growing community. Priority-based, incentive funding de-emphasizes community politics and conflict. It builds community and reduces conflict instead by (1) targeting funds to meet widely acknowledged needs and encouraging agencies to review their mix of programs against those needs; (2) clarifying the decision-making process; (3) broadening the base of decision-making; and (4) applying an objective method of allocating limited resources. **Thus, it is recommended that an incentive funding method be adopted based on the premise that the Federation (1) has a responsibility to provide each agency with a defined level of overhead support to assure the Jewish community that agencies have the resources to “open their doors” and (2) ought to fund priority programs rather than the agency’s overall deficit.**

**Two kinds of formulas for program allocations are recommended, one tailored for day schools and one for all other agencies.**

Day schools serve a constituency devoted to promoting and enhancing Jewish education. Their formula will provide for overhead support plus scholarship need and a per capita grant for Judaic studies. (The Planning and Allocations Budget Administration Committee will devise the overhead formula during the implementation phase.) This will enable the Community to provide strong support for day school education by assisting those students who cannot afford the full cost and by encouraging as many students as possible to attend day schools through the per capita grant.

Other agencies will receive funding for those programs which meet demonstrated community needs and fall within established priorities. Agencies which wish to offer validated programs for which there is no allocation will be encouraged to seek funding from third parties, within multiple appeals guidelines. The Federation will offer assistance with identifying third party sources and developing proposals.

Melding the responsibilities for planning and allocations into one committee will enable decision-makers to target resources more strategically to meet priority community needs. In addition, by focusing allocations decisions on target groups and priority services, agency program and budget planning will be enhanced, potentially resulting in lower deficits. The overall planning and allocations sequence is envisioned as follows:

1. During a specified planning period, preferably preceding both campaign and allocations each year, regional councils<sup>1</sup> and beneficiary agencies convened by lead agencies will submit information on needs and

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<sup>1</sup> The formation of Regional Councils is recommended in the report of the Community Cohesion Task Force.

conditions to the appropriate sub-committees, who will use this information and objective data to draw conclusions about services for a target group.

2. The findings and recommendations of sub-committees regarding community needs will be submitted to the Planning and Allocations Executive Committee which will update the implementation plan for the year and issue its findings.
3. Based on this group's report, lead agencies will convene providers to agree on who is best positioned to assume the various service delivery responsibilities and to collaborate on methods of structuring service delivery to a target group. See Appendix D for discussion of options.
4. Agencies will then design specific programs as agreed and submit requests for funding.
5. Sub-committees will review requests for program funding and prepare allocations recommendations.
6. Recommendations to the Federation Board will be finalized by the Executive Committee.

With this approach, there will be a sub-committee to address any planning or allocations issue which could arise. The eight sub-committees will replace the current three local allocations sub-committees and two planning sub-committees.

## **Program Rating Procedure**

A crucial element of the new allocations methodology is a rating procedure for program funding requests. Consistent with the emphasis on target groups, community service priorities and incentive funding, funding requests are rated on objective, weighted criteria. This process is described in detail in Appendix B.

The community service priorities presented in Section IV, which shaped the service recommendations, also provide a framework for the program rating procedure. As illustrated in Table 10, page 47, all current programs fit within one of the four priority areas. **It is recommended that the priorities be ranked as follows:**

### ***Equivalent top priorities:***

- Fostering Jewish identity and knowledge
- Serving individuals and families at risk

### ***Second level priority:***

- Supporting individuals and families in the maintenance of well-being

### ***Third level priority:***

- Improving the quality of life

Programs are funded on the basis of level of priority and ratings on the objective criteria.

Over time, Federation and beneficiary agencies may wish to negotiate the phase-out of programs that consistently receive low ratings and are also of low priority in order to liberate funds for higher priority programs.

This process also provides for innovation since it allows new beneficiary agency programs meeting priority needs to be considered for funding as well as existing programs. New programs meeting priority needs proposed by non-beneficiary agencies, communal organizations or synagogues can seek funding from the Endowment Fund. If the programs are joint ventures with beneficiary agencies, they can be considered in the regular allocations process. For example, synagogues which need funding for afternoon school may collaborate with a day school.

## Policy

To insure that the service system works as it is envisioned, the Federation and beneficiary agencies will need to develop a series of new policy agreements. **It is recommended that operating policies be drafted and negotiated via the proposed Memorandum of Understanding<sup>1</sup> in the following areas:**

1. system capacity – percentage of the community the system will have the capacity to serve at any one time
2. yearly service and target group emphases
3. service fee structure
4. key definitions
5. program rating criteria and program evaluation
6. capital expenditures
7. specific yearly, interagency service delivery agreements

## Staffing

In order to strengthen community-wide planning and to implement the lead agency mechanism, new relationships will have to be established and staffing patterns changed. An exhaustive exploration of those changes is more appropriate as part of the implementation phase. Two major recommendations are made here. **It is recommended that designated lead agencies for services for specific target groups appoint staff to be responsible for insuring smooth operations.** Attention will need to be given to interagency relationships. In view of the implications in this report for substantially augmented responsibilities for Federation administration, **it is recommended that appropriate staff be assigned to support the new structure.**

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<sup>1</sup> The Structure and Function Task Force has developed a draft Memorandum of Understanding as one of its recommendations.

## Operations

While agencies will retain their autonomy, some aspects of their operations should be carried out in collaboration with the rest of the system. Key areas to be studied in the implementation process are:

1. service expansion
2. the development of service delivery structures
3. outreach to and cooperative arrangements with congregations and community organizations
4. third party fund-raising

**TABLE 10**

**CURRENT PROGRAMS AND SERVICES RELATED TO  
NEW COMMUNITY SERVICE PRIORITIES**

<p><b>Top Priority:</b> <b>Programs and services fostering Jewish identity and knowledge</b></p>	
<p>day school camp High School in Israel refugee acculturation teacher development Holocaust education</p>	<p>Jewish cultural programs afternoon school youth services adult Jewish education Israel programs</p>
<p><b>Top Priority:</b> <b>Programs and services supporting individuals and families at risk</b></p>	
<p>People Are Loving older adult day care meals-on-wheels transportation foster care financial assistance housing for the disabled</p>	<p>psychological counseling long term care assisted living job placement refugee maintenance respite care chaplaincy</p>
<p><b>Second Level Priority:</b> <b>Programs and services to maintain individual and family well-being</b></p>	
<p>child day care after school care shared housing congregant meals adoption</p>	<p>pre-school college counseling senior adult workshop career counseling</p>
<p><b>Third Level Priority:</b> <b>Programs and services to improve the quality of life</b></p>	
<p>sports/recreation social programs arts programs</p>	



## IV. IMPLEMENTATION STRATEGY, TIMETABLE AND COST IMPLICATIONS

In the goal setting phase of strategic planning, the focus is on constructing a total picture of a desirable future and identifying major factors that might impinge upon it. Implementation planning and execution, by contrast, requires an incremental approach. Goals can be reached only by taking carefully plotted steps over time that advance progress toward them.

In the previous sections of this report, existing programs and services were reviewed, the needs of the community were examined and programmatic responses and organizational changes recommended within the context of community service priorities. It is clear that broad consensus on the substance of the recommendations must be developed before proceeding. In this final section, three scenarios of service expansion are presented, based upon the recommendations presented above. Only key initiatives and their estimated costs are included, since implementation planning must involve those affected if positive results are to be achieved. Hence, **it is recommended that an implementation committee, appointed by the Federation president and including broad agency representation, be convened to plan and manage implementation.** Ultimately, the exact timetable and the definitions of initiatives should be determined by this committee in collaboration with other appropriate committees and staff.

It should be stressed that planning needs to be an on-going, cyclical process. Continuous monitoring of conditions and results and reassessing courses of action within the context of community priorities are crucial elements of the process.

Getting underway quickly with visible changes will create momentum and rekindle community interest. Yet a false start is more detrimental than a delay in taking the first steps. Time must be taken to build the case for transition, to grapple with procedural issues, and to assist the people affected to overcome a certain amount of natural resistance to change. A key determinant of success will be communication with all constituent groups via publications, forums, and training or work sessions. For this reason, **it is recommended that a special series of communications be devised for the implementation phase of the Year 2000 project.**

Implementation planners will need to balance a number of considerations and build in flexibility as they develop the plan. The following is a checklist:

1. community service priorities
2. current capacity
3. underserved and unserved target groups
4. varying demands of geographic locations
5. size and location of target groups
6. timing of initiatives
7. changes in demand for certain services
8. service delivery options – creation, expansion, or replacement

9. stage of development of the continuum of services for a target group
10. equity
11. community sentiment
12. cost
13. estimated proceeds from campaign, endowments, and third parties
14. readiness of the organizations in the system to assume new responsibilities

This phase of the strategic planning effort has concluded at a time of great challenge to the Jewish community as local, national, and international leaders debate the methods for financing and absorbing hundreds of thousands of fellow Jews leaving the Soviet Union and resettling in Israel and America. The cost of supporting this exodus is enormous, estimated at billions of dollars over the next few years. Atlanta's portion of the cost, according to current projections, may be \$8 million or more. Clearly, this will have a major effect on the community's ability to provide the financial support required by the community service recommendations.

In order to present these recommendations realistically in light of current developments, three sets of initiatives<sup>1</sup> of future service provision are offered based upon the availability of funding and the four priority services discussed above.<sup>2</sup> Specifically, initiatives are included in the first set if (1) they are transition tasks, (2) financial support can be secured outside the regular, annual campaign, or (3) they are basic, top priority services which promote Jewish identity and knowledge or support a target group at risk. Information and referral is also an emphasis.

Included in the second set of initiatives are expansions of service in the two top priority areas: Jewish identity and knowledge, and target groups at risk. The third set includes (1) high or one-time, non-recurring cost services, (2) capital efforts, and (3) services which support individuals and families, and enhance quality of life.

The initiatives are in priority order, beginning with the transition tasks required to move the entire effort forward. Each initiative carries a target completion date. While the initiatives are intended to be implemented in the order presented, exigencies which may arise during the coming years, as well as the availability of financial support from different sources, may indicate a need to reorder the timing of the initiatives. **It is recommended that the target group subcommittees of the restructured Planning and Allocations Committee prepare annual plans with revised goals, as necessary, which are consistent with these implementation objectives.** In most cases, such planning will have to start well in advance of the anticipated completion date with the active involvement of the lead agencies. Further, the costs included here are only estimates and should be reviewed and revised by the appropriate target group subcommittee.

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<sup>1</sup> Recommendations from other Year 2000 task forces will be integrated in the final report of the Year 2000 Committee.

<sup>2</sup> Program rating criteria, presented in Appendix B, are intended to determine the relative importance of *individual* programs based upon specific factors.

## I

### Emphases:

1. transition tasks
2. services which do not rely on the Federation campaign for financial support
3. basic services which promote Jewish identity and knowledge, or support a target group at risk
4. information and referral service

### Initiatives:

1. establish an *ad hoc* committee to create and manage an implementation plan as soon as possible following acceptance of the Year 2000 report
2. complete the work of the *Ad Hoc* Jewish Educational Planning Committee, which is reviewing all Bureau of Jewish Education programs and assigning organizational responsibility for macro and micro Jewish educational planning, by April 15, 1990
3. complete the work of the *Ad Hoc* Disabilities Committee, which is working with a consultant on a detailed service plan for those 18-40 years old, by April 30, 1990
4. expand acculturation services for new Americans by July 1, 1990 (\$50,000/year net of third party revenue)
5. reorganize Federation's planning and allocations department to provide staff for all committees, and to provide grantsmanship and research services to the communal services system, by July 1, 1990 (\$100,000/year)
6. finalize the day school allocations formula by August 1, 1990
7. write guidelines for the new Planning & Allocations Committee and its subcommittees by December 31, 1990
8. select lead agencies for major target groups and program areas by December 31, 1990
9. complete the new program rating process by December 31, 1990
10. finalize incentive funding methodology for non-day school beneficiaries by December 31, 1990
11. create a "youth-in-Israel" program to help subsidize teenage trips to Israel by December 31, 1990 (\$20,000/year)
12. expand youth services to those age 15-22 by December 31, 1990 (\$40,000/year)

13. provide permanent funding for community chaplaincy service by December 31, 1990 (\$30,000/year)
14. complete "memorandum of understanding" agreements with each agency in the communal service system by March 1, 1991
15. complete a capital assets inventory and needs assessment by July 1, 1991
16. provide case management services to disabled by July 1, 1991 (\$40,000/year)
17. complete a study of day school expansion needs by December 31, 1991
18. create a counseling program for the disabled by July 1, 1992 (\$30,000/year)
19. provide case management services to older adults by July 1, 1992 (\$40,000/year)
20. expand counseling and People Are Loving (PAL) programs for single parent families by July 1, 1993 (\$50,000/year)
21. create a centralized information and referral service by July 1, 1993 (\$75,000 start-up; \$30,000/year)

## II

**Emphasis:** expansion of services which promote Jewish identity and knowledge or support a target group at risk

**Initiatives:**

1. expand respite care for the disabled by July 1, 1994 (\$20,000/year)
2. expand adult Jewish education programs by July 1, 1994 (\$25,000/year)
3. create home care services for older adults by July 1, 1995 (\$75,000/year)
4. expand youth services to those age 9-14 by July 1, 1995 (\$25,000/year)
5. create a vocational counseling service for the disabled by July 1, 1995 (\$30,000/year)
6. expand services for frail older adults by July 1, 1996 (\$75,000/year)

### **III**

#### **Emphases:**

1. high or one-time, non-recurring cost services
2. capital efforts
3. services which support individuals and families, and enhance quality of life

#### **Initiatives:**

1. create a community services directory by July 1, 1997 (\$15,000)
2. create a multi-purpose data base by July 1, 1997 (\$75,000)
3. establish a community-wide scholarship fund with emphasis on Jewish education, trips to Israel, and Jewish camping experiences by July 1, 1997 (\$3 million campaign goal)
4. establish a new group home for the disabled by July 1, 1998 (\$500,000 capital; \$100,000/year)
5. establish a new group home for older adults by July 1, 1999 (\$500,000 capital; \$100,000/year)
6. create a parent education program by July 1, 1999 (\$20,000/year)
7. expand pre-school and child care by July 1, 1999 (\$100,000/year)

## **APPENDICES**



# **APPENDIX A** **CURRENT SERVICES BY TARGET GROUP 1989-90**

(N/A = Not available)

Target Group	Category	Agency Location	Cost of Program (% Fed Funded)	Cost to Client	Description	Program Capacity Total	Actual #'s served/88
Older adults	Support services, transportation, info & referral	JFS (Outreach, Cobb, Buckhead, Dunwoody)	\$166,091 (76.6%)	Approx. \$47/client	Range of assistance to frail elderly & healthy older adults	677	677
	Support services	JFS, Cobb, Sattellite	\$35,706 (71.3%)	Approx. \$197/client	Outreach	51	51
Single adults over 50	Social	AJCC	N/A	N/A	Club 50	N/A	N/A
Older adults	Recreation, culture & social activities	AJCC Peachtree	N/A	N/A	Mature adults program (60+ yrs.)	N/A	N/A
	Housing	AJCC Peachtree	N/A	N/A	Housemate Match (60+ yrs.)	N/A	N/A
	Shelterd workshop	JVS, (AJCC Peachtree)	\$79,048 (56%)	None	Senior Adult Workshop	40	40
Infirm older adults	Long-term care	Jewish Home	\$4,084,663 (10.2%)	\$2,850-2,900/mo. Subsidies for indigent + \$150/mo. to building fund	Nursing home care & rehabilitation services	120 beds	149 (29 people died in '88)
EDUCATION Children 0-4 yrs	Education (day school)	Hebrew Academy (Sandy Spgs)	\$1,605,183 (24.16%)	\$3,600/student	Pre-kindergarten	440 (Total for school)	34
	Education (day school)	Epstein School (Sandy Spgs & Buckhead - Ahavath Achim)	\$615,784 (Pre-Kindergarten thru Pre-1st) (11.5% all programs)	\$1,300-3,500/student	Pre-kindergarten	130	126
Children 0-5 yrs	Child care school age & pre-school	AJCC Zaban	N/A	N/A	Kid Konnection	40	38

Target Group	Category	Agency Location	Cost of Program (% Fed Funded)	Cost to Client	Description	Program Capacity Total	Actual #'s served/88
Children 0-5 yrs	Education, child care	AJCC (Peachtree, Cobb, Zaban)	\$1,130,154 (All programs in early education 3.8%)	Approx. \$2,700-4,800/client-member	Keshet-all day nursery school, kindergarten (18 mos-5 yrs)	270-Cobb 320-Zaban 47-P'tree	637
	Child care	AJCC Cobb & Zaban	N/A	N/A	Babysitting (4 mos-3 yrs)	170	350 different individuals
	Education (day school)	Hebrew Academy (Sandy Spgs)		\$3,600/student	Kindergarten		54
	Education (day school)	Torah Day School (Doraville)	\$511,591 (3.9%) 89-90 budget \$620,000 (3%)	\$3,500/student	Kindergarten	22	-0- stipend
Children 5-6 yrs	Education (day school)	Epstein School (Sandy Spgs)		\$3,750/student	Kindergarten, pre-1st	60	59
Children & Youth 6-13 yrs	Education (day school)	Epstein School	\$968,976	\$4,000-4,500/student	Grades 1-8 Judaic & general studies	205 (inc 8th grade)	188 (grades 1-7)
	School age child care	AJCC Zaban & Epstein	N/A	N/A	School age child care (after school)	N/A	N/A
Children & Youth 6-13 yrs	Education (day school)	Hebrew Academy		\$4,300-4,500/stdnt. (middle school fee higher)	Grades 1-8 Judaic & general studies		290
Children & Youth 0-18 yrs	Education (supplementary)	BJE	\$25,044 (44.5%)		Special progs, Nat'l Bible Contest	N/A	70
	Education (day school)	Torah Day School (Doraville)		\$3,650-4,050/student	Grades 1-7	117	99
Youth 11-12 yrs	Education (supplementary)	BJE		\$70/child + \$80/school	Scholars retreat	55	52

Target Group	Category	Agency Location	Cost of Program (% Fed Funded)	Cost to Client	Description	Program Capacity Total	Actual #'s served/88
Youth 12-18 yrs	Education (supplementary)	Yeshiva H.S. (Doraville)	\$695,154 (21.28%)	\$5,050-5,450 (H.S. fees higher)	Grades 7-12 Judaic & general studies	140	108
	Education (Hebrew school)	BJE (Epstein School)	\$56,827 (51.6%)	\$270/student 20% disc. for add'l students in family	Midrasha (Judaic studies)	170	135
	Education (supplementary)	BJE (Israel)	\$186,300 (8.7%)	\$3,000-4,000	High School in Israel	60	50
Children & Youth inc. disabled youth & adult 0-18 yrs	Education (financial services)	Jewish Educational Loan Fund (Buckhead)	\$40,604 (13%)	-0-	Loan & grant program	N/A	328 applications; granted 19 educational loans, 1 campship, 1 monthly
SOCIAL/ RECREATION Children 0-5 yrs	Social, cultural, recreation, child care	AJCC Cobb & Zaban	N/A	N/A	Enrichment programs (2-3 yrs) & extended day (3-4 yrs)	340	304
	Recreation (day camp)	"	N/A	\$375-385/camper	Camps Marcia Benator & Billie Marcus	±350	±350 (all groups)
	"	AJCC Zaban	N/A	N/A	Gan Kef, inc. Kalanit (3-4 yrs); Gan Yeladim (4-5 yrs)	N/A	N/A
	Recreation & culture	AJCC all locations	N/A	Varies	Sports, scouts, arts, parent/child activities	N/A	N/A
Children 6-12 yrs	(Camps)	AJCC Zaban	\$504,671 all day camps other than early childhood	Varies	Camp Isidore Alterman Day Camps	N/A	798 (all ages)

Target Group	Category	Agency Location	Cost of Program (% Fed Funded)	Cost to Client	Description	Program Capacity Total	Actual #'s served/88
Children 6-12 yrs	Recreation & culture		\$1,060,572 total all camps	Varies	Camp Barney Medintz	N/A	729 (all ages)
Youth 12-15 yrs	Recreation & culture	AJCC Zaban	N/A	\$190-1,175/child	Camp Isidore Alterman teen camps	N/A	N/A
Youth 12-16 yrs	Culture	AJCC Peachtree	N/A	\$25-35/person	Midtown Experience in Arts day camp	N/A	N/A
Youth 12-18 yrs	Cultural, recreational	AJCC all locations	N/A	Varies	Sports, BBYO, Hashachar/ Young Judea, game room, leadership training	N/A	N/A
Youth 14-18 yrs	Social, cultural, religious, recreational programs	BBYO (Buckhead & Dunwoody, plans for Cobb)	\$212,090 (25%)	\$26-30/student	Youth Organization	650	450
Youth	Counseling (vocational & career)	JVS (Atlanta)	\$66,504 (28%)	\$200-300/client	College counseling & testing	150	170
Disabled children & youth	Respite care	AJCC Zaban (Sanford & Barbara Orkin Respite Home)	N/A	N/A	Wknds. at Respite Care Ctr.	4 children on alt. weekends	96
Disabled youth & young adults	Social, cultural, recreational	AJCC Peachtree	N/A	N/A	Very Special People, Camp Havanah, BBYO Shalom Chp. (Children, young adults)	N/A	100
Disabled children, youth, young Adults	Education	BJE (Epstein)	\$21,452 (88.2%)	Approx. \$125/child	Special education (Havanah, Amit)	40	30

Target Group	Category	Agency Location	Cost of Program (% Fed Funded)	Cost to Client	Description	Program Capacity Total	Actual #'s served/88
Disabled Older Adults	Respite Care	AJCC Zaban	N/A	N/A	Sanford & Barbara Orkin Respite Home	N/A	N/A
Families	Individual & family support	JFS	\$42,496 (0%)	\$10,000-16,000/adoption	Adoption support	50	50
Children & Families	Support	JFS	\$23,868 (41.8%)		PAL (big brother/big sister)	50	50
Families	Social, recreational	AJCC	N/A	N/A	Parents w/o partners, family outings	N/A	N/A
Families & Singles	Job placement & related counseling	JVS (Atlanta)	\$147,805 (71%)	No fees Minimal fees for resume typing	Job placement	±1,000	1,105
Families & Singles	Vocational counseling	JVS	included in above	\$200-550/client	Career counseling & testing	±50	56
Singles/Young Adults	Education, religious, cultural & social programs	Atlanta Hillel (Emory Univ)	\$138,829 (62.3%)	Membership \$20-36 plus program fees	Student org. at univ. level (1,700 identified Jewish students)	Approx. 12 distinct progs. (as opposed to events) Cannot offer more progs. but can serve more at current level	250 mem'ships est. 24,000 attend events. Progs. open to all students.
Singles/Young Adults	Education, cultural, religious programs	Georgia Hillel (Athens, GA)	\$47,801 (38%)	\$20/student	University Student Organization (1,200 Jewish students at UGA)	500	500 Memberships
Singles	Education, growth & development	AJCC alternating sites	N/A	\$8-22.50/client	Institute for Adult Enrichment	N/A	N/A
	"	AJCC Zaban	N/A	N/A	Cont. educ.	N/A	N/A
	Cultural, social & recreational activities		N/A	N/A	AAA Travelers	N/A	N/A

Target Group	Category	Agency Location	Cost of Program (% Fed Funded)	Cost to Client	Description	Program Capacity Total	Actual #'s served/88
Singles	Social	AJCC	N/A	N/A	JASS line (hotline)	N/A	N/A
Adults	Health maintenance	AJCC	\$729,762 (8.8%)	\$85-345	Health & fitness progs. & facilities	300 members	300 members
	Cultural heritage education	BJE (AJCC P'tree, Zaban, synagogues)	\$35,733 (58.6%)	\$36/course	Adult educ. Inst., Jewish Studies	600	450
	"	BJE (Israel)	\$57,363 (12.8%)	\$1,500-2,000	Teacher/adult study tour	25	21
	"	BJE		\$1,200	N.Y. Tiylul	25	Not execut'd in 1989-90
Newcomers	Resettlement	JFS	\$396,000 (46.9%)	\$450 (host family)	Support services	300	230
	Integration of newcomers	AJF	\$5,000 (100%)	None	Shalom Atlanta/ Shalom Dunwoody	N/A	2,000-5,000 booklets distributed; over 400 participants in events
All Groups	Community education, family & indiv. support services, outreach to day schools	JFS (Out-reach Cobb, Buckhead, Dunwoody)	\$15,691 (68%)	Approx. \$82/client	Day programs	60	61
	"	JFS (Out-reach, all locations)	\$33,979 (96%)	\$35/client	Family life education	200	40
	"	JFS (Buckhead)	\$42,089 (0%)	None	Homelessness (social services for shelter)	68	68
	Counseling	JFS (Buckhead, Cobb & Dunwoody)	\$562,119 (0%)	\$0-70	Psychological (including chaplaincy)	920	958 (including chaplaincy)
	Individual & family support	JFS Cobb	\$26,949 (0%)	Approx. \$164/client	Outreach	57	57
All Groups (indigent)							



Target Group	Category	Agency Location	Cost of Program (% Fed Funded)	Cost to Client	Description	Program Capacity Total	Actual #'s served/88
All Groups	Individual support	JFS Down-town Atlanta	\$164,027 (0%)	\$57/client	Dental clinic	5,000	4,923
All Groups	Recreation, culture & social	AJCC (P'tree, Zaban, Blumenthal) (pre-school, camps, kindergarten)	\$5,485,375 (14.5%) all programs	\$250-525/client or family + fees for special services	Full member services	N/A 11,000 served	3,600 member units, approx.
	Cultural heritage	AJCC Peachtree	N/A	N/A	Israel Prog. Center	N/A	N/A
	Culture	All locations	N/A	N/A	Arts/cultural programs	N/A	N/A
Teachers, Students & Community	Cultural heritage education	BJE	\$17,657 (100%)	None	Holocaust education	500	450
Teachers	Education (support services)	BJE	\$25,213 (92.1%)	None	Educational Resource Ctr	1,000	500
	"	BJE	\$32,538 (90%)	\$8/ teacher/ conference	Teacher training	350	250
	"	BJE	\$13,882 (100%)	Home school must offer corresponding grant	Teacher development	35	30
Schools & Community Organization	"	BJE	\$17,442 (86.2%)	\$50-150/ school	Teachers exchange	300	200
	"	BJE (in community)	\$22,837 (100%)	None	Service to organizations	25 organizations	25 organizations

## APPENDIX B

### PROGRAM RATING PROCEDURE

The program rating procedure is a tool to guide decisions about how resources should be allocated among community services. One of the principal mechanisms for implementing the Year 2000 community services recommendations, the procedure provides incentives to beneficiary agencies for devising or maintaining services that meet priority community needs. A new format for allocations requests, instructions for applying the new procedure and training sessions for committee members will be developed during the implementation phase.

The procedure is designed to achieve two objectives:

1. to insure that all programs funded by the Federation are reviewed on the basis of certain objective criteria; and,
2. to insure that the community services system is gradually re-oriented to achieve the Year 2000 goals such that existing and future services address priority community needs.

The first step of the process screens from further consideration programs or services which do not meet three basic conditions. To be considered for Federation funding, a program or service must demonstrate that it:

- a. fits within one of the four priority areas
- b. accommodates persons with varying ability to pay
- c. requires a Jewish component or contributes to Jewish community cohesion or increased Jewish knowledge and identification; or provides services otherwise unaffordable for certain Jews at risk or services which are difficult to obtain in the general community; or offers certain services at a higher level of quality than is available in the general community

In the first step, no attempt is made to evaluate or compare the degree to which the three conditions exist in a program or service. This is merely a test of eligibility for consideration. It can be conducted by staff in advance of allocation meetings and approved by committee members.

In the second step all eligible programs would be rated in four areas:

- A. program concept and content (50 points);
- B. program impact (20 points)
- C. system impact (10 points)
- D. resource requirements (20 points)

The four areas and related rating factors are described on the following page.

**A. Program Concept and Content (50 points).** The quality and relevance of the program design

Suggested  
Distribution

- |    |   |
|----|---|
| 20 | Nature of Jewish component (i.e., supports Jewish life? promotes Israel's survival? promotes involvement in Jewish and general community? Note that if a program or service has any one or all of these characteristics it can receive 20 points in this area.) |
| 19 | Extent to which proposed program solves problem or meets the identified need (i.e., Is there a match between problem and solution?)   |
| 4  | Innovation/creativity (i.e., Extent to which program creatively uses strategies and resources.)   |
| 2  | Feasibility (i.e., Can the program be implemented without extraordinary measures?)  |
| 3  | Assessment of results (i.e., Can the outcomes be observed and measured or otherwise evaluated?)   |
| 2  | Mode of delivery (i.e., Is this the most appropriate and effective way of delivering the service?)  |

**B. Program Impact (20 points).** The extent to which a program advances community goals and addresses priority needs

Suggested  
Distribution

- |    |  |
|----|--|
| 10 | Relationship to implementation objectives (i.e., Does the program meet any of the current year's implementation objectives? Does it begin to address future objectives?) |
| 10 | Extent to which total need is met (i.e., numbers served in comparison to unmet need)   |

**C. System Impact (10 points)** . The extent and nature of a program's contribution to the service system

Suggested  
Distribution

- |   |  |
|---|--|
| 3 | Fit in continuum of services (i.e., Does this reflect planning group's consensus? Is there lead agency support? Does this replace an existing program?)                                |
| 2 | Appropriateness of submitting agency (i.e., Is this agency best positioned to deliver the service? Does it have staff trained appropriately in this area? Again, lead agency support?) |
| 2 | Evidence of coordination (i.e., Are there mechanisms for coordination with other agencies, synagogues, and other communal organizations serving the target group?)                     |
| 3 | Uniqueness (i.e., Is another program already providing the same service for the same people?)  |

**D. Resource Requirements (20 points).** The extent to which the program's cost is commensurate with its potential benefit

Suggested  
Distribution

- |    |   |
|----|---|
| 15 | Cost versus impact (i.e., Will we get maximum benefit for the expenditure? How do the numbers served, services provided and costs compare with analogous programs in the system and elsewhere?)   |
| 5  | Magnitude and nature of costs (i.e., Can we afford this sum for this purpose? Are the costs reasonable in view of the type of service provided? How will the money be spent? For administrative expenses primarily or for program costs?) |

Allocations recommendations are made on the basis of general priorities and program ratings. For example, the highest rated, top priority programs are funded first.

## APPENDIX C

### CAPITAL PLANNING

Planning to meet the needs of the Jewish community during the next ten years must take capital requirements into consideration in addition to service needs. In the past few years, the Hebrew Academy relocated to a new facility, the Jewish Community Center developed a third campus, the Epstein School moved into a leased public school building, and Yeshiva High School purchased a surplus public school. Capital projects are anticipated at the Jewish Home, Epstein School and, possibly, Atlanta Hillel. All of these efforts have been discussed with the Federation, but they were not developed within an overall community plan.

There are numerous advantages to capital planning within the context of a community plan:

1. Most important is the benefit of considering community needs, not solely the parochial interests of a single organization. There are many situations in which the goals of a number of organizations can be met by combining efforts. At times, achieving the goals of a single agency can have detrimental effects on others.
2. The community plan articulates goals which will enhance all agencies' efforts to provide for the needs of their constituents. This is a major benefit of operating as a system rather than as fully independent organizations.
3. The community's assets can be used most effectively and efficiently when capital planning takes all needs into consideration. This is true for physical as well as financial assets. Existing space will be used to its fullest capacity, and only those funds absolutely required will be raised from the community.

In order to manage the growth of the community optimally, future capital expansions should be planned in one of two ways depending upon whether services are already available in the targeted geographic location.

If no services are currently offered, the Federation and the agencies should work with synagogues and regional councils to provide them in existing Jewish community buildings. As the needs begin to outgrow these existing buildings, space should be leased before a commitment is made to build. When needs can no longer be met by leased space and when the Jewish residents of the targeted area are ready to support a capital fund raising campaign, plans should be developed for new construction.

When existing services need to be expanded or relocated, an attempt should be made to utilize excess space in existing Jewish community buildings. New construction should be considered only when such space is not available.

Regardless of whether the need for capital expansion is identified by the Federation, an agency, a regional council, or another source, these approaches to capital development will assure maximum use of existing capital assets and a planned approach to development. All development of this kind should be planned as far in advance of the need for service provision as possible in order to assure coordination among organizations and sufficient time to collect required data. Neither the Federation nor any beneficiary agency should undertake any capital effort without communicating with the appropriate Federation committees, including the multiple appeals committee.

## APPENDIX D

### STRUCTURAL OPTIONS FOR SERVICE DELIVERY

#### Preliminary Considerations

(It is assumed that these questions have been considered as part of the service planning process and the program rating process.)

1. Is there a critical mass of people who require the service?
2. Is the service within the four priority areas?
3. Is the service within the generic service categories offered by the system?
4. Will there be continuing need? If it continues, will it grow and how many different groups will it affect?
5. Can an existing program meet the need with minor adjustments?

#### Options

Assuming that the answers to the filter questions lead to the creation or major expansion of a service, then the following options can be considered for service delivery:

**Satellite:** One or more programs or services administered by a parent organization but conducted in a separate location convenient to clients. Ideally, low or no overhead costs are associated with the satellite.

**Branch:** A department of a parent organization or a smaller version of the entire organization operating in a separate location convenient to clients. Overhead costs are associated with branch operations and administrative authority is delegated. (Several factors should be considered in making the decision to establish a branch or satellite. For example: (1) Is transportation an issue for the target group? [e.g., children under 16 years, older adults or the disabled.] (2) Can the parent organization accommodate the clients in its existing facilities? (3) Is equipment needed for the service?)

**Magnet:** A program or service whose users are geographically dispersed and are willing and capable of traveling to a central location, ideally that of the parent organization.

**Mobile Services:** Services delivered to clients in or near their homes. Mobile services may be administered and delivered by several organizations or coordinated by a lead organization and delivered by multiple organizations. The specific nature of the service and the needs of the clients should determine the structure.

**"Drive-in" Services:** Services that do not require in-depth specialization can be delivered by any organization in the system and should be universally available to clients. An example would be information and referral or intake into the service system.

**Joint ventures:** Services requiring a combination of capabilities existing in two or more beneficiary agencies, other communal organizations or synagogues. This option leverages resources and is cost efficient provided that the quality of service is not affected. Careful delineation of responsibility and accountability are essential. Lead agencies would monitor such arrangements.

**Subcontracted Services:** Services that are overseen and evaluated by a beneficiary agency but are subcontracted to communal organizations or synagogues.

## APPENDIX E

### COMPENDIUM OF RECOMMENDATIONS PROGRAMS AND SERVICES

#### COMMUNITY SERVICES PRIORITIES

**Four strategic priorities are recommended for Jewish community services.**

**Equivalent top priorities:**

***Fostering Jewish Identity and Knowledge***

To strengthen Jewish community cohesion, increased emphasis must be given to programs and services that inculcate Jewish values and heritage, that strengthen cultural identification, and that promote social integration of newcomers.

***Serving Individuals and Families at Risk***

Consistent with Jewish values, emphasis must be given to services which assist persons incapable of independent living or who need a high level of support to live independently, which assist indigent persons, and which assist families and individuals in crisis to restore well-being.

**Second level priority:**

***Supporting Individuals and Families***

To ensure Jewish survival, emphasis must be given to services that assist families and individuals to avert problems and maintain well-being.

**Third level priority:**

***Improving the Quality of Life***

To promote cultural identification and cohesion, emphasis must be given to programs and services that regularly bring Jews together for celebration and recreation. Such activities reinforce a sense of community and engender goodwill.

#### OLDER ADULTS

**It is recommended that the current continuum of services to older adults be developed further with special emphasis on geographic dispersion of services, information and referral, home health care services, transportation, outreach to persons living alone and programing for the able-bodied that includes new mechanisms for utilizing their accumulated experience to assist other target groups and to help other, more frail older adults.**

**Increased advocacy for public policy changes is also recommended.** In this area, older adults should be encouraged and supported in advocating for themselves. As the population of older adults grows, it will wield ever increasing influence over public policy and should be drawn upon to support public policy initiatives for other groups as well.



# CHILDREN AND YOUTH

## Birth to Four Years

**Expanded availability of well-structured child care programs is recommended. In addition to the existing program designs, three other features are recommended for consideration:**

- sick child day care – a resource for working parents whose children cannot attend nursery school for a short time and do not require hospitalization
- early intervention – programs that include screening for handicapping conditions and special interventions to correct or mitigate them
- special needs day care and respite care – programs for children with diagnosed handicapping conditions

## Five to Twelve Years

**Expanded availability of school age child care, Jewish education and recreational and cultural programs, especially beyond the Perimeter, is recommended. Program content and design should include:**

- opportunities to identify and explore talents and interests
- cultural heritage education
- content appropriate for children with handicapping conditions
- information and referral for both children and parents
- parent support and education
- academic or study skills assistance
- fitness and nutritional assessment
- transportation

Programs should not be planned without parental involvement.

## Thirteen to Eighteen Years

**It is recommended that expansion of programs and services for adolescents be given high priority. Immediate emphasis should be placed on young adolescents for whom very little exists. The content of key components of a comprehensive youth services program is outlined below. The components are linked to major adolescent tasks and skill development needs.**

In general, all programs and services for adolescents should have some common elements:

- mechanisms for involving adolescents in planning
- timely communication with parents
- marketing and outreach
- accessibility (including convenient scheduling and location, reasonable fees, minimal prerequisites for participation, equal opportunity to participate, transportation)
- mechanisms for releasing frustration and expressing youthful exuberance
- acceptance of and appreciation for individual differences

## Program Content Areas

- Values Clarification
- Decision-making
- Group Process Skill Development
- Peer Relations, Social and Recreational Programs
- Experimentation and Exploration
- Family Life Education
- College Support Services
- Role Models and Mentors
- Jewish Education
- Individual and Group Counseling

**Increased advocacy for changes in public policy affecting the welfare of children and youth is also recommended.**

## THE DISABLED

**It is recommended that a continuum of services be established for the disabled and their families. Priority for implementation should be given to services for children and young adults since a near vacuum exists for these age groups. Other specific recommended service priorities are:**

- comprehensive early intervention services for children birth through three years
- central information and referral and topical information bulletins for families
- parent/caregiver support groups and counseling
- expansion of respite care capacity for disabled children and adults
- expansion of special education within day schools, child care programs and religious education for the developmentally disabled, appropriate for the level of functioning
- expansion of social, cultural and recreational opportunities, including day and residential camps
- case management
- expansion of group home capacity (current group home can accommodate only six persons)
- special vocational training, job development and placement
- making communal facilities wheelchair accessible

In general, services for the disabled should be well coordinated through a lead agency whose staff includes persons trained in the area of developmental disabilities. Moreover, given the special nature of the services, close linkages with services in the broader community should be developed to insure that disabled persons and their families have access to the broadest range of assistance available.

## FAMILIES

**It is recommended that services to families focus on expansion in nine areas:**

- child care – pre-school, school age, no school, summer programs, and sick child day care
- subsidies for services (the sliding scale may need to be refined to accommodate young families who have little disposable income)
- college counseling and testing
- parent support and education
  - a. information and referral
  - b. group counseling
  - c. child and adolescent development (publications as well as seminars)
  - d. "extended family" programs (e.g., People Are Loving)
  - e. respite care
- single parent services (A body of services should be targeted specifically to this group and be assigned to a lead agency)
- financial and legal counseling
- employment assistance for families facing sudden loss of employment
- family counseling support groups and community education programs focusing on the stresses and responsibilities of multigenerational families
- family leisure activities that provide opportunities for family members to relax together

## SINGLES

**It is recommended that services to the singles population receive greater emphasis since they will comprise more than 25% of the community by the year 2000. This is the group that is least likely to be actively affiliated.**

**Key areas for consideration are:**

- social, recreational and cultural activities (age specific) that provide opportunities for Jewish singles to meet one another
- outreach for all age groups
- career and employment counseling
- job placement assistance for unemployed persons experiencing financial crisis
- mentoring (for young adults and women of all ages)

- individual and group psychological counseling
- information and referral
- leadership development (particularly for younger singles)

## NEWCOMERS

Since newcomers will be the primary source of growth in the Jewish community, it is recommended that current programs be **expanded and intensified in at least the following areas** to reach them:

- expansion of current Shalom booklet to include other key information on local government and services not provided in the Jewish community
- a pairing program that matches established families or individuals with newcomers and can be the beginning of a personal support system. Host families or individuals would be expected to reach out actively to newcomers via personal and telephone contacts.
- orientation to the culture and history of Atlanta and to the history of the Atlanta Jewish community
- assessment of interests and skills and early recruitment for involvement in a community activity
- development of list of community resource people who can offer advice on work-related problems
- follow-up to welcoming events and once a year reprises to bring all Jews together who have re-located in the previous year
- a professional pairing program linking newcomers with established professionals in the same field
- assessment of service needs
- designation of a lead agency for newcomers

## COMMUNITY

**Centralized information and referral.** It is recommended that computerized information and referral network be developed and installed in all agency locations, the Federation offices, synagogues and other communal organizations. In addition, the development of a yearly comprehensive Jewish community services directory is recommended.

**Greater geographic dispersion of services.** Given the trend toward dispersion of the Jewish population to the northern suburbs, it is recommended that further dispersion of services be studied. As a point of departure, it is recommended that the feasibility of establishing a small central transportation unit and mobile services for older adults, children and the disabled be studied.

**Deeper subsidies for services.** It is recommended that a review of agency fees be undertaken and an increased number of scholarships be made available.

**Increased advocacy for public policy changes.** It is recommended that increased attention be given to advocacy for public policy changes that affect the various target groups.

**Strengthened linkages with the non-Jewish service community.** It is recommended that linkages to programs and services in the general community be strengthened to increase access of Jewish service seekers to them and to leverage the community's resources.

**Gender issues.** The development of program content to address gender issues is recommended, especially for adolescent and young adult programs. This area lends itself to intergenerational exchange.

## ORGANIZATIONAL CHANGES

### The Service System - Characteristics and Generic Services

It is recommended that the Jewish community formalize the concept of a "system of community services." Here, "system" implies both that agencies will continue to address the needs of their constituents within the context of their unique missions and that they will work jointly with other providers toward this end. Collaboration will be an integral part of each agency's mission.

**It is recommended that the community services system be characterized by and operate according to consistent principles that advance its overall purpose. Specifically, the proposed system:**

- provides a continuum of services through either direct service delivery or information, referral and counseling regarding services outside the community
- is oriented toward maintenance of well-being, prevention and early intervention
- uses a case management approach to service delivery
- is service oriented, or:
  - a. responsive to the needs of the community as a whole as well as to groups within it
  - b. accessible to everyone who wishes to use it within the Jewish community
  - c. easily negotiated by users (i.e., system is not arcane and bureaucratic)
  - d. sensitive to and respectful of the dignity, pride and privacy of users, regardless of age
- facilitates communication for the purpose of planning and coordination among agencies and between agencies and Federation administration
- communicates with the community and reaches out to the unserved and underserved
- provides simple (non-bureaucratic) mechanisms for problem-solving for both users and staff working in the system
- encourages and utilizes effectively volunteer participation for the purpose of maximizing resources
- facilitates intergenerational exchange and fostering cohesion
- has sufficient flexibility to meet changes in community needs
- is cost effective in terms of value to the community
- encourages appropriate involvement of users, benefactors and staff in planning and implementing changes in services
- achieves consistency through the use of a common set of service definitions
- conducts periodic comprehensive needs assessments and self-evaluations to determine how best to serve the community.

**Based on the projected needs, the following framework of generic services is recommended:**

- information, referral and evaluation of outside services
- counseling
  - a. psychological (group and individual)
  - b. vocational and job placement
  - c. college and educational
  - d. chaplaincy
- education (children, youth, and adults, including the disabled)
  - a. day school
  - b. afternoon school
  - c. Sunday school
  - d. adult (professional and personal development)
  - e. community programs
  - f. supplementary programs (e.g., High School in Israel, leadership development)
- in-home support services (including health care) for frail or disabled members of the community
- child care for pre-school and school-age through 12 years (including the disabled)
- social, cultural, and recreational programs (for all ages and conditions)
- housing for indigent or frail older adults and the disabled
- hospice, long-term and respite care
- emergency assistance services
- transportation
- refugee resettlement and acculturation
- integration of other newcomers
- planning, technical assistance, and central agency support services

## **CHANGES IN STRUCTURE AND FUNCTION**

### **Planning**

**It is recommended that the Federation's central role in community planning be strengthened and that the "lead agency" mechanism become the primary operating principle for designing and coordinating service delivery.**

The following structural changes in support of this role are recommended:

1. The establishment of a central research function to enable the Federation to collect, analyze and monitor data on trends in the Jewish community.
2. The designation of a lead agency (or other organization as appropriate) to coordinate service design and delivery for a specified target group or service area such as Jewish education. Lead agencies will serve as (a) initiators of program development called for by the community services plan and relevant planning sub-committee, (b) convenors of meetings of other agencies and organizations delivering services to the target group, (c) troubleshooters in the event of problems and (d) points of contact for information and referral. This concept has proven successful in the development of the Committee on Aging's long-range plan and with the resettlement effort.
3. The creation of a single planning and allocations committee responsible for both planning and allocations functions. The committee will be comprised of eight sub-committees which will plan for and allocate to target groups and services. Agencies will continue to submit full budgets covering overhead and all programs, but decisions on individual programs will be made by sub-committees. The sub-committees and their functions are:

*Planning and Allocations Executive Committee* comprised of the overall chair plus all sub-committee chairs and responsible for (1) assigning work to sub-committees, (2) approving sub-committee recommendations before they are sent to the board, (3) determining the amount available for allocation by each sub-committee, and (4) assuming future strategic planning responsibilities.

*Planning and Allocations Budget Administration Committee* responsible for (1) devising and updating the formula for overhead allocations, (2) reviewing the total budget of each beneficiary agency and recommending yearly overhead allocations, and (3) monitoring the financial conditions of agencies in accordance with the Federation's fiduciary responsibility to its donors.

*Target group or service area sub-committees* responsible for service planning and allocation decisions for proposed related programs or services are Committee on Aging, Committee on Children and Youth, Committee on the Disabled, Committee on Families and Singles, Committee on Jewish Education, and Resettlement Committee.

One professional from an agency providing services to a target group will be invited to serve, ex officio, on target group sub-committees for a year on a rotating basis. Because of potential conflict of interest, their participation will be limited to the planning deliberations.

4. The creation of a capital projects planning committee to coordinate capital expansions in accordance with community priorities. Appendix C discusses this subject in more detail.

## Planning and Allocations Process

It is recommended that an incentive funding method be adopted based on the premise that the Federation: (1) has a responsibility to provide each agency with a defined level of overhead support to assure the Jewish community that agencies have the resources to "open their doors" and (2) ought to fund priority programs rather than the agency's overall deficit.

Two kinds of formulas for program allocations are recommended – one tailored for day schools and one for all other agencies.

Day schools serve a constituency devoted to promoting and enhancing Jewish education. Their formula will provide for overhead support plus scholarship need and a per capita grant for Judaic studies. (The Budget Administration Committee will devise the overhead formula during the implementation phase.) This will enable the Community to provide strong support for day school education by assisting those students who cannot afford the full cost and by encouraging as many students as possible to attend day schools through the per capita grant.

Other agencies will receive funding for those programs which meet demonstrated community needs and fall within established priorities. Agencies which wish to offer validated programs for which there is no allocation will be encouraged to seek funding from

third parties, within multiple appeals guidelines. The Federation will offer assistance with identifying third party sources and developing proposals.

## **Policy**

**It is recommended that operating policies be drafted and negotiated via the proposed Memorandum of Understanding in the following areas:**

1. system capacity – percentage of the community the system will have the capacity to serve at any one time
2. yearly service and target group emphases
3. service fee structure
4. key definitions
5. program rating criteria and program evaluation
6. capital expenditures
7. specific yearly, interagency service delivery agreements.

## **Staffing**

**It is recommended that designated lead agencies for services for specific target groups appoint staff to be responsible for insuring smooth operations and that appropriate Federation staff be assigned to support the new structure.**

## **Operations**

While agencies will retain their autonomy, some aspects of their operations will need to be carried out in collaboration with the rest of the system. Key areas to be studied in the implementation process are:

1. service expansion
2. the development of service delivery structures
3. outreach to and cooperative arrangements with congregations and community organizations
4. third party fund-raising



## APPENDIX F

### COMMUNITY SERVICES TASK FORCE

Elliott Goldstein, Chairman

Albert Beerman  
Morris Benveniste  
Robyn Berger  
Henry Bimbrey  
David Blumenthal  
Elaine Blumenthal  
Shirley Brickman  
Judith Cohen  
Scott Colbert  
Henry Falk  
Jody Franco  
Barry Friedman  
Michal Hillman  
Gerald Horowitz  
Janis Kleinberger  
Herbert Kohn  
Frances Kuniarsky  
Jeanney Kutner  
Herman Lischkoff  
Martin Pollock  
Cary Rosenthal  
Martin Rotter  
Ruth Singer  
Allan Tanenbaum  
David Weissmann

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ATLANTA JEWISH FEDERATION

*Lighting  
The Way  
To The Next  
Century*



YEAR 2000 COMMITTEE FINAL REPORT



*"Our future lies in our youth. As we look to the future, we need more excellent programs like those provided by the Jewish Community Center, which nurture the children of our community."*

*Gerald H. Cohen, Chairman  
Year 2000 Committee*

*Pictured from left:  
David Perlo and Andrew Gershon*

## TO THE ATLANTA JEWISH COMMUNITY:



he Atlanta Jewish Federation has long been an integral facet of Jewish life in the metro area. Federation's resources and services provide a foundation for community growth and development. While it's rewarding to look back at our achievements, the Year 2000 Committee's task was to look ahead. To peek into the next century. To determine how the community will change and what our needs will be. To determine what resources will be necessary and how they will be best utilized.


Two years ago the flame of our journey was ignited by the foresight and encouragement of Gil Bachman, whose foundation funded our project. During the interim, hundreds of people participated in dozens of meetings. Community involvement was solicited in numerous ways and beneficiary agencies provided significant information and task force volunteers. We conducted studies, organized meetings and, now, have filed this report.

Much as a candle illuminates the pathway ahead, our report sheds light on the future. As we look toward the next century we see changing needs — needs which present a challenge to Federation. We have the opportunity to respond, to strengthen our presence and purpose. Our quest leads us to this vision:

*By the year 2000, Atlanta's Jewish community will be a leading center of Jewish life in North America, contributing to the continuity of Jewish people at home, in Israel and around the world. We also will play an active role in the general community. Affiliation with Federation, synagogues and other Jewish organizations will be among the highest in the country and services will be offered throughout the metropolitan area. These services will form the foundation upon which the community is built.*

Our vision, plus the recommendations which accompany this report, are the culmination of the second phase of the Year 2000 Committee work plan. In the first phase, McKinsey & Company helped us complete an analysis of our campaign and allocations and provided the basis for this in-depth study. The third phase, already begun, involves developing an implementation plan for our recommendations.

The report is divided into five sections: Expanded Resource Development; Comprehensive, Coordinated Local Services; Greater Jewish Community Cohesion; Expanded Local, National and International Relations; and More Effective Federation. This plan envisions Federation increasing the resources available to serve the community rather than assuming the service delivery role of the agencies.

All who worked on the Year 2000 Committee and its task forces are excited by what the future portends. Your commitment to this plan will enable us to realize our vision and help the Atlanta Jewish Federation light the way to the next century. 

Gerald H. Cohen  
Chairman, Year 2000 Committee

May 1990



## EXPANDED RESOURCE DEVELOPMENT

**L**IGHT THE FLAME... In the last decade, Atlanta has been a shining example in campaign and endowment fundraising achievement. From 1980 to 1989, the regular campaign doubled from some \$5 million to more than \$10 million. In addition, another \$7 million was raised for Operation Peace for the Galilee, Operation Moses (for the Rescue of Ethiopian Jews), Passage To Freedom (for the resettlement of Soviet Jews) and Project Renewal. In the same period endowment fund assets grew from nearly half a million dollars to almost \$17 million.

Looking to the future, however, there will be significant population growth and additional needs to support. To achieve major increases in campaign and endowment funds, Atlanta must increase the scope of its efforts. Opportunities include:

- Improving the campaign climate in the Jewish community.
- Increasing the total number of contributions.
- Improving the ratio of donors to the total population.
- Raising the per capita gift level.
- Involving current and potential major donors in Federation activities.
- Increasing the number and average size of major gifts.
- Increasing the number of face-to-face solicitations.
- Expanding unrestricted and designated endowment gifts.
- Taking advantage of third party funding from government, corporations and foundations.

### RECOMMENDATIONS

Our community must generate resources to support expanding Jewish needs at home, in Israel and around the world. These funds provide the necessary fuel to keep the flame of service burning.

#### Establish Campaign Goals


Establish a series of annual campaign goals which will lead to a year 2000 goal between \$22 million (if based on an analysis of past giving) and \$30 million (if based on needs and communal capacity). Achieve goals by strengthening staffing, increasing programs and adopting specific objectives for major gifts, trades and professions, and the mass campaign. Federation should ask major donors to agree to a statement of support: donating only to those local,

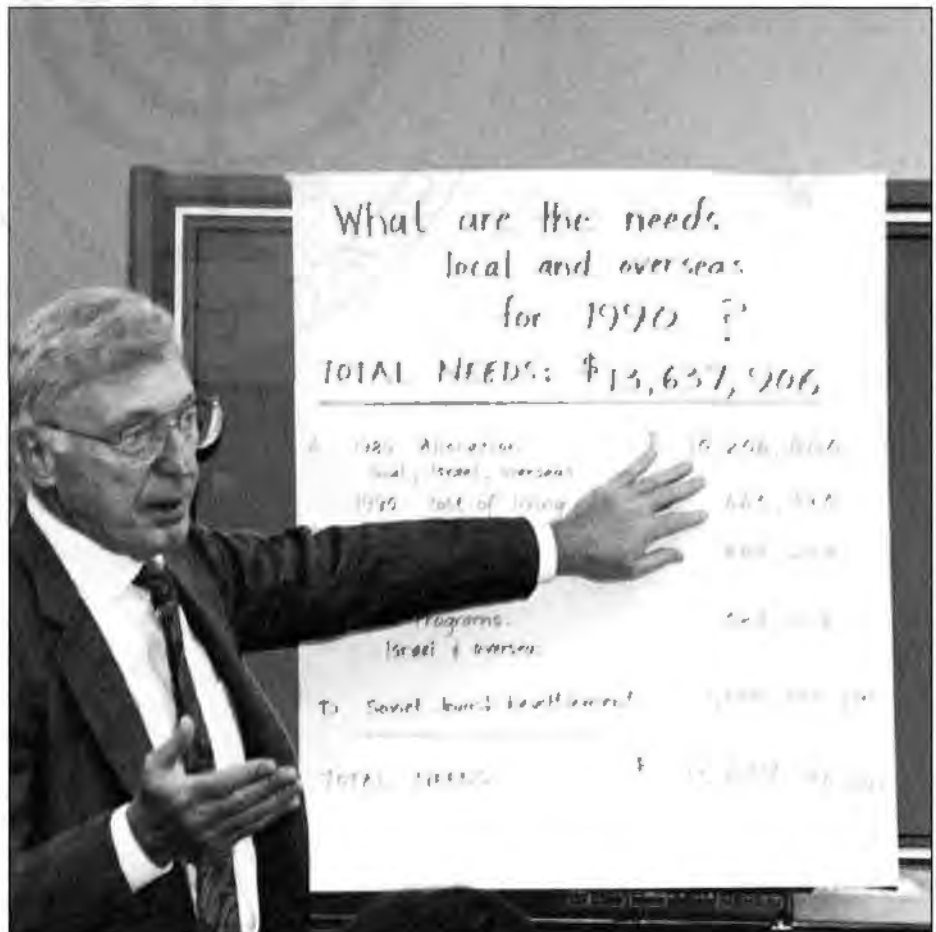
organized Jewish campaigns — excluding synagogue fundraising activities — which have been through a multiple appeals process involving broad representation.

#### Develop Endowment Plan

Develop a marketing plan with a year 2000 endowment fund goal of \$50 million, with assets equally divided among unrestricted funds, designated or field of interest funds and philanthropic funds.

#### Capture Third Party Funding

Significantly increase funding from foundations, corporations and government by developing a grant writing capability within Federation. Use this resource to assist local beneficiary agencies in receiving third party funding for programs, to research grant opportunities and to write grant proposals. 





## COMPREHENSIVE, COORDINATED LOCAL SERVICES



**LET THE FLAME GLOW...**One of the fundamental purposes of the Atlanta Jewish Federation is to assure the

availability of important social, recreational and educational services for the Jewish community. The services offered touch the lives of thousands. As the community has expanded, so have the scope and diversity of services, leading to the need for a comprehensive, coordinated communal service system.

Atlanta's Jewish community is expected to grow from an estimated 59,000 people in 1984 to 83,000 in the year 2000. The number of households will increase from 26,000 to 43,000.

This year the population should reach 68,000 persons in 32,000 households. In contrast to 20 years ago, more than 70 percent will live outside the Perimeter. The rapid population growth and other socio-economic trends affecting the Jewish community create new patterns of social service needs.

*"To meet future needs,  
we need to expand our  
fundraising efforts."*

Bernie Marcus, Co-chairman  
1990 Goal Setting Committee  
(pictured at left)

Research indicates dramatic increases in population groups:

Target Group	% Increase 1984-1990
Older Adults	40
Children and Youth	33
Families	
With Children	65
Single Parent	67
Singles	40
Disabled Persons	
Developmentally Disabled	40
Physically Disabled	+1
Newcomers	69 (1984-1993) 61 (1994-2000)

Our needs are met by fourteen beneficiary agencies including Athens Hillel, Atlanta Bureau of Education, Atlanta Hillel, Atlanta Jewish Community Center, B'nai B'rith Youth Organization, Epstein School, Greenfield Hebrew Academy, Jewish Educational Loan Fund, Jewish Family Services, Jewish Home, Jewish Vocational Service, Louis Kahn Group Home, Torah Day School, Yeshiva High School.

### RECOMMENDATIONS

Our community must plan and fund priority programs in a coordinated way if scarce resources are to be allocated effectively and efficiently. The "light" of our services needs to shine in all corners of the community.

#### Create Communal Service System

Create a communal service system comprised of beneficiary agencies and priority programs which identifies "lead agencies" for specific service areas, and targets older adults, children and youth, families, singles, disabled and newcomers. The committee should adopt a broad-based program rating process to

determine the relative importance of existing and proposed programs for future funding purposes.

#### Adopt Service Priorities

Recognize the need to establish service priorities. Programs which foster Jewish identity and knowledge as well as programs which serve individuals and families at risk should be equally rated. Second and third level priorities include programs which support individuals and families followed by programs which improve the quality of life.

Apply the following criteria to determine whether a new program should be offered within this communal service system or whether people should be referred to a program in the general community:

- Does the program require a Jewish component or contribute to Jewish community cohesion or increased Jewish knowledge or identification?
- Does the program provide services otherwise unaffordable for certain Jews at risk or those which are difficult to obtain in the general community?
- Does the program offer certain services at a higher level of quality than is available in the general community?


#### Create Planning & Allocations Committee

Create a single Planning and Allocations Committee at Federation to be responsible for community planning and program funding.

#### Develop Research Capability

Create a central social research capability at Federation to provide data for community and agency program planning.

#### Adopt Incentive Funding

Adopt incentive funding to support priority programs as an alternative to deficit funding of agencies based upon a formula for day schools and program support for other beneficiaries. 

## GREATER JEWISH COMMUNITY COHESION



**SHARE THE WARMTH...** The Jewish community will prosper if it is closely knit -- culturally and religiously

-- based upon a common belief system and common traditions, resulting in a high degree of community cohesion. While there is a strong central core in Atlanta's Jewish community, there are three barriers which must be overcome to enhance cohesion.

### Geographic Dispersion

As the metropolitan population dispersed beyond city limits, so did the Jewish population. In 1945 the entire Jewish population of 9,630 lived inside the city. By 1984 more than 70 percent of the Jewish population lived in the suburbs. Those living within the city limits accounted for 28.5 percent; the three largest counties accounted for 39.1 percent, 14.2 percent and 12.7 percent of greater Atlanta Jewish residents. Because there are no geographically delineated areas of Jewish population, cohesion is difficult.

### Assimilation

The single greatest threat to Jews in America, exclusive of Israel's survival, is assimilation due to, among other causes, intermarriage, ignorance of Jewish ritual and customs and inadequate Jewish education. Atlanta's Jewish community must join leaders across the country who are struggling with ways to address this problem.

### Cost of Affiliation

Jews everywhere are faced with high and increasing costs of organizational affiliation. This problem is most pressing for low and middle income families. In Atlanta, full participation in community life could cost a family of four more than \$15,000 each year. Such costs have enormous implications for community cohesion.

## RECOMMENDATIONS

Our community must make outreach and the active involvement of all Jews in Atlanta a major priority. All members of the Jewish community should be able to bask in the warmth of the light.

### Form Regional Councils

Federation must work with residents of outlying suburban areas to create a regional structure. Regional councils should be formed in suburban areas meeting established criteria. The councils' purposes are to build a sense of community by enhancing Jewish identity; to enable Federation to extend its presence, programs and services and develop a broad base of Federation support; to increase involvement in Federation and its constituent agencies; and to increase membership in synagogues and Jewish organizations.

### Create Blue Ribbon Commission

Create a blue ribbon commission on assimilation to define the problem locally, determine its extent and recommend steps to reduce it.

### Promote Price Breaks

Promote development and widespread use of price breaks by Jewish organizations to encourage membership.

### Address Scholarship Needs

Create a centrally administered scholarship decision-making process and fund to increase the number of scholarships.

### Offer Donation Incentives

Offer incentives for certain types of donations to Federation's annual campaign.





*"Atlanta's Jewish community is no longer centralized. We need to take our services where people live."*

George Fox, Chairman  
Zaban Committee, Atlanta Jewish  
Community Center

*Pictured: a few of the hundreds of  
day campers at Zaban Park in  
Dunwoody*

## EXPANDED LOCAL, NATIONAL AND INTERNATIONAL RELATIONS



**HOLD THE FLAME HIGH...**The Atlanta Jewish Federation is concerned with a wide range of issues as

demonstrated by its relationships with other local, national and international organizations. As Atlanta emerges as a major center of Jewish life in North America, there will be increasing demands made on the community to become involved with national and international Jewish issues that affect the delivery of services to Jews worldwide. Of paramount importance is the changing nature of the relationship between Israel and the Diaspora.

In past years, Atlanta has given considerable attention to support of Israel, Project Renewal, religious diversity in Israel and immigration and absorption. Locally, Federation has interacted with a wide range of organizations around many community relations issues, including anti-Semitism, prayer in schools, separation of church and state, Soviet Jewry and Israel. As issues affecting the Jewish community receive more public exposure in the future, the Atlanta Jewish Federation will have to give more attention to addressing these issues.

### RECOMMENDATIONS

Our community must become actively involved in addressing issues of concern to us as Jews — locally, nationally and internationally. We must hold the torch high so others can see the way.

#### Create New Committee

A new standing committee should be created at Federation to address the Israel, national and overseas agenda. The committee should:

- Recommend annual allocations to the United Jewish Appeal, national and overseas organizations.


- Define Federation's relationships with national and international organizations.
- Advocate on behalf of Israel.
- Create and oversee innovative projects overseas, such as Project Renewal.

#### Change Community Relations Model

Adopt a new community relations model which is more proactive, greater in scope of issues addressed and more involved with other Jewish and non-Jewish organizations than the current model. The Community Relations Committee should:

- Educate and inform the Jewish and general community about community relations issues.
- Reach out to large numbers of Jews and involve them in community relations activities.
- Serve as a facilitator and convener of groups on issues of common concern.
- Advocate for issues which affect the community.

#### Create Government Relations Program

Create a government relations program to monitor legislative and regulatory developments affecting the Jewish community, inform and alert the Jewish community when issues of importance are being considered and advocate for programs and policies affecting the Jewish and general communities. 





*"An effective Federation not only serves its immediate community, it reaches out to meet the needs of fellow Jews worldwide."*

*Michael Kay, President  
Jewish Family Services*

*Pictured:  
Yulia and Vadim Gluzman,  
recent émigrés from the  
Soviet Union*

## MORE EFFECTIVE FEDERATION

**L**IGHT THE WAY...Our ultimate goal, consistent with our vision, must be a strong, vibrant Atlanta Jewish community which meets the social welfare, educational and recreational needs of our members and contributes to the well-being of Jews worldwide. Agencies in the local community service system will play a key role in achieving this goal, as will Federation.

Our community must have a more effective Federation to achieve the Year 2000 vision. Most of the recommendations previously presented will affect the structure and function of Federation. In order to implement these recommendations and become a more effective community organization, Federation should take the following steps to light the way to the next century:

### RECOMMENDATIONS

#### Expand Board of Trustees

Amend Federation by-laws to add three additional positions on the Board of Trustees for senior pulpit rabbis in addition to the Atlanta Rabbinic Association (ARA) Chair. These three positions should be filled annually by Federation's Nominating Committee upon recommendation of the ARA.

*"Today and tomorrow, a stronger federation will meet the needs of all generations."*

William E. Schatten, M.D.  
Past President, Atlanta Jewish Federation

Pictured (clockwise from left):  
Isadore Perrel, Nacole Palmer,  
Nancy Freedman and son, Eric

#### Clarify Relationships

Federation and each local beneficiary agency should agree on a "Memorandum of Understanding" which details the roles and responsibilities of each and the basis for the annual allocation. This Memorandum should emphasize each agency's autonomy and recognize differences between and unique aspects of each.

#### Increase Jewish Identity

Federation should take action to house the Atlanta Jewish Heritage Center in a facility. This facility should incorporate the Jewish Community Archives, Zachor Holocaust Center, Oral History Program (co-sponsored with the National Council of Jewish Women and American Jewish Committee) and other exhibitions and programs sponsored by the Heritage Center.

#### Expand Staff Responsibilities

Federation should add the staff positions required by all the previously presented recommendations. Specific additions to the staff should be approved by the Board of Trustees upon recommendation of Federation's officers.

#### Create Implementation Committee

Create a Federation committee to act on all recommendations and present them to Federation's board. Although it will probably require a number of years to complete, this process should begin immediately. Concurrently, an annual review should be conducted to assure a continual update of the strategic plan.





## YEAR 2000 COMMITTEE

Gerald H. Cohen, Chairman  
Gilbert Bachman  
Terri Bagen  
Lois Blonder  
M. William Breman  
S. Perry Brickman  
Sidney Feldman  
Robert Fischbach  
Jody Franco  
Barry Friedman  
Elliott Goldstein  
Jack Halpern  
Ira Hefter  
Gerald Horowitz  
Robert Ichay  
Betty R. Jacobson  
Harvey Klehr  
Philip Kranz  
Shalom Lewis  
Harry Maziar  
David Minkin  
Robert Rinzler  
Clyde Rodbell  
Charles M. Rosenberg  
William Schatten  
Raymond Schoenbaum  
S. Stephen Selig III  
Allan Tanenbaum  
Judith Taylor  
Lynda Walker  
Laurel Weiner  
Charles Wolf  
Harriet Zimmerman  
Rosanne Zinn

## SOURCE REPORTS

This information and other resource materials were used to develop the Year 2000 Committee Report. Documents are available for reference at the Atlanta Jewish Federation.

### EXPANDED RESOURCE DEVELOPMENT

"Preliminary Overview of the Conditions of the Atlanta Jewish Federation in Regard to its Campaign Operation and Related Efforts," CJE, (February 1989).

"Memorandum: Third Party Funding," Ingersoll, V., (May 1989).

"A Campaign Focus as Atlanta Looks to the Year 2000," Kerness, E.J. and Fruehauf, N., (June 1989).

### COMPREHENSIVE, COORDINATED LOCAL SERVICES

"Report on the Results of a Service Needs Study of the Metropolitan Atlanta Jewish Community," Abromowitz, A.I., (March 1989).

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Atlanta Jewish Federation  
1753 Peachtree Road, NE • Atlanta, Georgia 30309 • 873-1661