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Council of Jewish Federations and Welfare Funds, 1944-1945.

NATIONAL

AUGUST, 1944

1944

BUDGETING BULLETIN

For Member Agencies

No. B - 24

B'NAI B'RITH WIDER SCOPE COMMITTEE
(National Youth Service Program)
1003 K Street N.W., Washington, D.C.

(Based on material submitted by National Director of Wider Scope Committee)

Purpose and Scope

The Wider Scope Committee was created in 1926 by the B'nai B'rith to raise funds for the national activities of this organization. In 1942 and following years the Committee secured contributions for the support of Hillel Foundations and Counselorships, Aleph Zadik Aleph (AZA), the Vocational Service Bureau, and social services at the Mayo Clinic. Beginning in 1944 the Committee has also allocated funds for B'nai B'rith girls youth work. Each activity supported by the Committee is budgeted separately by the commission responsible for its administration. The budgets are reviewed by the Executive Committee of Wider Scope, which is concerned with meeting the expenditures of the national and regional offices and that part of the local expenditures not covered by income from other sources. The Executive Committee of Wider Scope is identical with the Executive Committee of B'nai B'rith and includes in addition to the national officers of the order a representative from each of the B'nai B'rith districts in the U.S.

Activities Supported by Wider Scope Committee

1. Hillel Foundations. Organized in 1925 under the Hillel Foundation Commission, the purpose of the program is to minister to the needs of Jewish students on college campuses. Operating under trained directors the foundations provide a program of social and Jewish cultural and educational activities designed as a preparation for Jewish communal life and leadership. In addition to foundations, there are Hillel counselors who serve colleges in the vicinity of foundations, colleges in cities where the local rabbi supervises the student program, and colleges where part-time directors serve the students. In 1943 there were 30 foundations and 104 counselorships; in 1944 with the transformation of some counselorships to full-fledged foundations, the number of foundations is 42 and that of counselorships 102. The Hillel units have 50,000 members. The National Director of the Hillel program is Dr. Abram L. Sachar.

In 1943 a plan of cooperation had been developed between the Hillel and the National Jewish Welfare Board (JWB) for serving the military students on college campuses for the duration of the war. Under this plan Hillel assumes full charge

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of service to students in uniform on campuses where Hillel units exist. In the absence of such units, the organizations cooperate in determining which of them shall establish a new program. There is an interchange of literature, materials, etc., with the JWB supplying all religious materials. No financial grant or subvention of any kind is involved.

The expenditures on the Hillel program (including the national office) for the past two years and the proposed budget for 1944 are as follows:

	Total	Wider Scope funds	Other funds
1942	<u>\$235,243</u>	<u>\$128,178</u>	<u>\$107,065</u>
1943	276,000	156,959	119,041
1944 (budget)	331,684	183,395	148,289

The above figures do not include expenditures financed from membership dues (\$1.00 per annum) and small sums accruing from the sale of publications. Of the Wider Scope funds for 1943, about \$23,200 was used for the support of the Hillel national office. The funds other than Wider Scope shown above include mainly appropriations by B'nai B'rith districts for the support of Hillel units within the area and allotments from the national War Service Fund of the order (about \$35,000 in 1944) for the support of service to men in uniform. The 1944 total of some \$148,000 includes also expected grants from welfare funds of \$8950 and from local congregations of \$8400. The increase in actual and proposed expenditures since 1942 is explained by the Wider Scope Committee in terms of extension of program involving additions to personnel and by rise in salary levels.

2. Aleph Zadik Aleph (AZA) originated in 1924 as the Junior B'nai B'rith. Boys between the ages of 14 and 21 constitute the membership. The program, similar to that of Hillel, consists of religious, cultural, social service and recreational activities carried on through junior auxiliaries. In 1943 there were 285 AZA units with a membership approximating 15,000. The executive director of the AZA is Mr. Julius Bisno.

The expenditures on the AZA program for the past two years and the proposed budget for 1944 are as follows:

	Total	Wider Scope funds	District and Local B'nai B'rith funds
1942	<u>\$80,511</u>	<u>\$41,100</u>	<u>\$39,411</u>
1943	91,645	47,163	44,482
1944 (budget)	143,360	85,810	57,550

As in the case of Hillel, the above figures do not include membership dues and small income realized from the sale of publications. Of the total expenditures for 1943, nearly \$68,000 was used for the support of national, regional and city offices. The budget for 1944, showing a very large increase over the expenditures for 1943, provides for 500 AZA chapters, the national office, and 7 district, 5 regional and 4 city offices with full-time directors and assistants.

For 1944 plans have been laid to develop, by extension of existing activities of B'nai B'rith for teen-age girls, a national organization of B'nai B'rith girls patterned after the AZA. Currently, there are 240 chapters with a membership of 12,000 teen-age girls. Together with AZA, the new organization will be governed by a B'nai B'rith Youth Commission which will supply professional leadership. The 1944 Wider Scope budget includes for the first time a provision of \$6,000 for girls' youth work.

3. Vocational Service Bureau was organized in 1938 as an outgrowth of the Hillel activity in studying the vocational interest and prospects of Jewish college students. Its program includes a limited amount of occupational research; dissemination of information on vocational trends in the form of pamphlets, releases, lectures, etc. through Hillel and AZA units and other local channels; and the planning of sectional conferences and institutes. The Bureau has been establishing an increasing number of offices in the large cities, with a program of group vocational guidance. Currently, the city offices of the Bureau are located in New York, Chicago, Cleveland, Detroit (for the State of Michigan), Milwaukee, Newark, Philadelphia, Pittsburgh, St. Louis and Washington. Although the Bureau is a member of the national coordinating agency, the Jewish Occupational Council, questions have been raised in some communities as to the effectiveness of cooperation of these offices with the vocational adjustment agencies maintained by the local Jewish community. The director of the Bureau is Max F. Baer.

The expenditures of the Bureau in 1943 amounted to \$28,885, a slight increase over the 1942 total of \$26,146. For 1944 the budget total is \$49,750, of which \$18,100 is for the existing city offices and others to be established. All but \$12,000 of the 1944 budget is to come from the Wider Scope Committee.

4. Mayo Clinic Jewish Social Service Bureau was initiated in 1928 for assisting Jewish patients who come to the Mayo institutions in Rochester, Minn. The Bureau provides the services of an interpreter where necessary, visits the patients in the hospital, ministers to religious needs and assists with personal adjustment problems. The expenditures on this service totaled \$3,111 in 1942 and \$4,658 in 1943. The budget for 1944 is \$5,300, to be provided entirely by the Wider Scope Committee.

Finances of the Wider Scope Committee

The Committee is financed through its own fund raising and from grants by the Anti-Defamation League of B'nai B'rith. The funds raised directly by the Committee come mainly from welfare funds and B'nai B'rith district lodges. In non-federated communities, funds are received through local appeals sponsored by B'nai B'rith campaign committees. The Anti-Defamation League grants are made in lieu of independent campaigns in Chicago, New York and Brooklyn. Under the agreement constituting the Joint Defense Appeal, which is the joint and exclusive fund-raising instrument of the Anti-Defamation League and the American Jewish Committee, such grants by the League to the Wider Scope Committee were limited to a maximum of \$100,000 per annum. However, in May 1944, a change in this provision was made which raised the allowable grant to \$200,000 annually.

In 1943 the receipts of the Committee amounted to \$301,402 and the disbursements to \$252,092. Taking account of the deficit incurred in 1942 and the surplus carried over from previous years, the surplus at the disposal of the Committee as of the end of 1943 was \$59,286.

It should be noted that the above figures as the financial table

appended to this report are taken from statements submitted by the Committee rather than certified financial audits. Despite repeated requests audits had not been made available. Similarly, audited statements showing in detail receipts and expenditures of the underlying programs were not furnished. The Committee has promised, however, that such material will be made available for 1944.

The Committee's budget for 1944 is set at \$336,255, of which \$139,225 is expected as a grant from the Anti-Defamation League and \$7,000 from the Supreme Lodge of B'nai B'rith. The budget includes a provision of \$16,500 for fund raising, a grant of \$1,500 to the Jewish Occupational Council, and allocations to the several constituent programs of \$318,255 (see preceding section of this report).

Principal Officers

President	Henry Monsky, Omaha
Hon. President	Alfred M. Cohen, Cincinnati
Nat'l Treasurer	Sidney G. Kusworm, Dayton
Secretary	Maurice Bisgyer, Washington
Nat'l Director of Fund	Harry Shapiro, Washington

RECEIPTS AND DISBURSEMENTS, CALENDAR YEARS

(not from certified audit - see text)

<u>Receipts</u>	<u>1943</u>	<u>1942</u>
Contributions		
Federations and Welfare Funds	\$136,727	\$123,208
Independent Campaigns	6,632	9,066
Chicago B'nai B'rith Lodges Campaign*	8,985	...
Anti-Defamation League Grant **	100,000	...
B'nai B'rith Dist. Conv. Approp.	42,058	28,270
B'nai B'rith Supreme Lodge Grant	7,000	7,000
Miscellaneous	...	10
Total	<u>\$301,402</u>	<u>\$167,554</u>
<u>Disbursements</u>		
Program Allocations		
Hillel Foundations	\$166,651(a)	\$118,486
AZA	47,162	41,100
Vocational Service Bureau	17,539	13,647
Mayo Clinic Bureau	4,658	3,111
Jewish Occupational Council	1,150	725
Research by Dr. Levinger	...	909
Fund Raising***	14,765	16,059
Miscellaneous	167	...
Total	<u>\$252,092</u>	<u>\$194,037</u>

* Thru the Joint Defense Appeal - Anti-Defamation League

** In lieu of independent campaign in New York, Brooklyn and Chicago (see text)
Note also that in its financial statement, Anti-Defamation League shows a grant of \$130,000 to the Committee. According to the Committee the balance of \$30,000 will be reflected in their accounts for 1944.

*** Includes \$147 in 1943 and \$139 in 1942 for depreciation of furniture and equipment.

(a) Includes \$9,692 applicable to Hillel expenditures for 1942.

ALLOCATIONS TO WIDER SCOPE COMMITTEE BY WELFARE FUNDS, 1943 **

(From the records of the Wider Scope Committee)

STATE & CITY	ALLOCATION	STATE & CITY	ALLOCATION
ALABAMA		DELAWARE	
Bessemer UJA	\$100	*Wilmington JF	\$500
*Birmingham UJF	400		
*Dothan JWF	50	DISTRICT OF COLUMBIA	
Florence JFC	75.	*Washington JCC	4000
Gasden, FJC	119		
*Mobile FJC	500	FLORIDA	
*Montgomery JF	500	Fort Lauderdale UJA	25
*Selma JWF	150	*Jacksonville JCC	300
*Tuscaloosa FJC	600	*Miami JF	300
		Orlando JF	25
		W. Palm Beach FJC	100
		*Pensacola FJC	100
		*Tallahassee FJC	150
		St. Petersburg UJA	100
		*Tampa JWO	250
ARIZONA		GEORGIA	
*Phoenix JCC	500	*Atlanta JWF	1200
*Tucson JCC	300	*Savannah UJA	350
ARKANSAS			
Helena FJC	25		
Hot Springs UJF	150		
*Little Rock JWF	100		
*Pine Bluff JFC	150		
CALIFORNIA		IDAHO	
*Long Beach UJWF	300	Pocatello UJA	50
*Los Angeles FJWO	9000		
Merced JWF	50		
Modesto JWF	100		
*Oakland, JF	1000	ILLINOIS	
Ontario, UJA	215	*Aurora JCD	200
*Riverside UJWF	200	*Decatur JF	100
*San Bernardino UJA	250	*Elgin JWC	75
*San Diego UJF	700	*Southern Illinois WF JF	1000
*San Francisco FJC	3500	*Joliet JWC	450
*San Jose JF	300	*Peoria JCC	300
*Sacramento UJWF	500	*Springfield JF	250
*Santa Ana UJW	50	Waukegan UJA	250
*Stockton NJWF	300		
Vallejo JWF	100		
COLORADO		INDIANA	
Denver AC	1000	Anderson JWA	150
Pueblo UJA	500	*East Chicago JWC	360
		*Evansville JCC	300
		*Fort Wayne JF	500
		*Gary JWF	700
		*Hammond UJA	700
		*Indianapolis JF	1000
		*Lafayette FJC	400
		Marion JF	150
		Michigan City UJWF	400
		South Bend JWF	750
		*Terre Haute JWF	550
CONNECTICUT		IOWA	
*Bridgeport JCC	100	*Cedar Rapids AJC	100
Greenwich JWF	25	Council Bluff AJC	100
*Hartford JWF	1500		
New Britain UJA	150		
*New Haven JCC	1000		
New London UJA	100		
Stamford UJA	100		
*Waterbury	300		

STATE AND CITY	ALLOCATION	STATE AND CITY	ALLOCATION
IOWA (cont'd)		MINNESOTA	
*Davenport JC	\$100	*Duluth JWF	\$300
*Des Moines JWF	250	*Minneapolis FJS	1500
Mason City JC	25	*St. Paul UJF	350
*Sioux City JF	200		
Waterloo FC	100	MISSISSIPPI	
KANSAS		*Cleveland CJD	225
*Wichita JWF	300	Greenville	150
KENTUCKY		Greenwood	100
Ashland FJC	300	Hattiesburg JWF	125
*Louisville CJO	600	Jackson JWF	100
		Meridian JWF	150
LOUISIANA		Tupelo	50
*Alexandria JWF	250	*Vicksburg JWF	125
*Baton Rouge JWF	41.65		
Lake Charles JCF	250	MISSOURI	
*Monroe UJC	400	Jefferson City JWF	25
*New Orleans JWF	750	*Joplin JWF	250
*Shreveport JF	300	*Kansas City JWF	1500
MAINE		*St. Joseph FJC	400
*Lewistown-Auburn JF	100	*St. Louis JF	3325
*Portland JF	100	Sedalia JWF	75
MARYLAND		Springfield UCF	250
*Baltimore AJC	4000	MONTANA	
*Cumberland JWF	25	*Butte JWC	400
MASSACHUSETTS		NEBRASKA	
*Boston UJC	4000	*Lincoln JWF	250
*Fall River UJA	250	*Omaha FJS	1750
*Lowell UJA	750		
*Lynn UJA	100	NEW JERSEY	
*New Bedford JCC	75	*Atlantic City FJC	750
Northampton UJA	25	Bridgeton UJA	200
*Pittsfield JWF	300	*Camden FJC	600
*Springfield JWF	350	*Jersey City UJA	750
Taunton AJC	100	*Newark CJA	5000
MICHIGAN		*Passaic JCC	100
*Battle Creek JWF	50	*Paterson JCC	200
*Bay City JWF	200	*Perth Amboy CJO	75
*Detroit JWF	3000	Red Bank UJA	50
*Flint JCC	400	*Trenton, JF	150
*Grand Rapids JCF	250		
Jackson JF	100	NEW MEXICO	
*Lansing FJC	100	*Albuquerque FJC	200
*Muskegon UJC	60	Sante Fe	100
*Pontiac FJC	420		
*Saginaw JWF	200	NEW YORK	
		*Buffalo JFSS	600
		*Elmira JWF	100
		*Rochester UJWF	1000
		Rome UJA	25

STATE AND CITY	ALLOCATION	STATE AND CITY	ALLOCATION
NEW YORK (cont'd)		PENNSYLVANIA	
*Schenectady JCC	\$100	Aliquippa UJA	\$150
*Syracuse JWF	300	*Allentown UJC	225
*Troy JWF	50	*Altoona FJP	200
*Utica JCC	50	Ambridge UJC	100
NORTH CAROLINA		Barnesboro UJA	25
*Asheville FJC	350	Bethlehem UJA	200
Durham FJC	150	Braddock UJA	250
Goldsboro UJC	350	Bradford JCF	300
*Greensboro JUC	1500	*Butler JWF	50
Raleigh FJC	50	Carbondale UJC	100
*Winston-Salem JCC	125	*Chester JCC	325
NORTH DAKOTA		Coatesville FJC	100
* Fargo WF	250	Connellsville JCF	100
OHIO		Donora UJA	100
*Akron JWF	800	DuBois UJA	100
Ashtabula F	150	*Easton JCC	50
Bellaire JWC	250	Elwood City UJA	50
*Canton JWF	480	*Erie JCC	100
*Cincinnati UJSA	1400	*Harrisburg UJC	100
*Cleveland JWF	2500	Hazleton UJC	300
*Columbus JWF	5000	*Johnstown UJA	350
*Dayton JFSS	1400	*Lancaster OJC	175
Elyria FJCC	100	Lebanon JWF	50
Hamilton JWF	200	Lewiston JCC	100
*Lima AJA	300	Lock Haven FJC	100
Lorain JWF	250	*McKeesport UJF	200
Mansfield UJA	175	Monessen UJA	125
Massillon JWF	25	New Castle UJA	300
Middletown JDC	150	Norristown UJA	150
Newark JD	125	Oil City UJA	60
Portsmouth JWA	200	*Philadelphia FJC	7500
Springfield UJWF	500	*Pittsburgh FJP	3000
*Steubenville JCC	300	Pottsville UJC	250
*Toledo UJF	3500	*Reading JCC	250
*Warren JF	250	*Scranton JF	333.33
*Youngstown JF	600	*Sharon-Farrel JF	250
Zanesville JCF	350	*Uniontown UJF	100
OKLAHOMA		Washington FJC	100
*Ardmore JF	50	*Wilkes Barre JC	200
Enid AJC	40	*York UJA	200
*Oklahoma City	300	RHODE ISLAND	
*Tulsa JCC	500	Pawtucket UJA	200
OREGON		Providence UJA	200
*Portland	750	SOUTH CAROLINA	
		Charleston UJA	500
		Columbia UJA	200

STATE AND CITY	ALLOCATION	STATE AND CITY	ALLOCATION
SOUTH DAKOTA		VIRGINIA	
*Sioux Falls JWF	\$150	*Lynchburg JCC	\$250
TENNESSEE		*Newport News JCC	250
*Chattanooga JWF	300	*Norfolk UJF	700
*Knoxville JWF	150	*Petersburg UJCF	75
*Memphis JWF	750	Portsmouth UJWF	500
*Nashville JCC	400	*Richmond JCC	1250
TEXAS		*Roanoke UJA	200
Beaumont UJA	200	WEST VIRGINIA	
*Corpus Christi JWF	200	*Charleston FJC	100
Corsicana JF	25	Fairmont JFC	75
*Dallas JWF	666	*Huntington FJC	400
*El Paso JF	500	Morgantown UJA	50
*Ft. Worth JF	300	Parkersburg JWFA	150
Galveston UJWF	250	*Wheeling JCC	100
Goose Creek UJC-T.C.	25	Williamson UC	25
*Houston JCC	750	WISCONSIN	
*Port Arthur FJC	50	*Appleton UJC	200
*San Antonio JSSF	200	Fondulac JCF	25
*Tyler FJC	100	Green Bay F	200
Victoria FJC	50	*Kenosha JWF	100
*Waco JFC	200	LaCrosse JWF	25
Wharton JFF	50	*Madison JWF	150
UTAH		*Milwaukee JWF	2200
Ogden JWF	50	Oshkosh JWF	25
*Salt Lake City UJC	500	WYOMING	
VERMONT		Cheyenne FJC	100
Burlington UJA	500		
WASHINGTON			
Bellingham JCF	100		
*Seattle FJF	2500		
*Spokane JWA	300		
*Tacoma FJF	200		
Yakima UJWF	200		

* Member of the Council of Jewish Federations and Welfare Funds

** Allocations exclude grants to the Hillel or its local units.

8/22/44

SPRING 1944
CAMPAIGNS

1944

CAMPAIGN BULLETIN

For Member Agencies

No. C-6

September 13, 1944

The sharp upward rise in federation and welfare fund fund-raising noted in 1943, continued through the Spring of 1944.

As of the end of August, 132 federations and welfare funds, members of the Council of Jewish Federations and Welfare Funds, reported to have raised in their Spring campaigns, about \$17,000,000. About one-fourth of these campaigns were still in progress, but returns indicated considerable advances over last year. In 95 completed campaigns, the total raised amounted to \$14,773,628, as compared with \$11,113,487 in 1943 -- an aggregate increase of 32.9 per cent.

Not a single campaign fell below the 1943 mark. Increases ranged all the way from 1.8 to 127 per cent. Three campaigns showed an average gain of 100 per cent or more; 21, from 50 to 100 per cent; 37, from 25 to 50 per cent, and 31, from 10 to 24 per cent; four campaigns experienced a gain of less than 10 per cent.

The completed campaigns also show that favorable results were attained in all sizes of communities. Large campaigns -- for \$500,000 or more -- bettered their last year's record by 31.7 per cent; medium size campaigns did equally well -- those for \$100,000 to \$500,000 gaining on the average an increase of 36.5 per cent, and those for \$50,000 to \$100,000 -- 32.4 per cent. An excellent showing was made in the smaller communities with campaigns for less than \$50,000. The average increase for the 52 campaigns was approximately 42 per cent in this group.

TABLE I AMOUNTS RAISED BY 94 WELFARE FUNDS IN 1943 AND 1944
BY SIZE OF CAMPAIGN

Size of Campaigns	No. of Campaigns	A M O U N T R A I S E D		Per Cent Average Increase
		1944	1943	
\$500,000 and over	5	\$ 6,338,417	\$ 4,813,787	31.7
100,000 - 499,999	16	4,315,586	3,160,625	36.5
50,000 - 99,999	21	1,991,648	1,504,781	32.4
25,000 - 49,999	16	806,946	566,590	42.4
10,000 - 24,999	20	435,393	311,965	39.6
Under \$10,000	16	160,638	111,739	43.8
TOTAL	94	\$14,048,628	\$10,469,487	34.2

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Complete information about the total number of contributors to the Spring 1944 campaigns is not yet available, but seventy-five completed campaigns covering areas with an estimated Jewish population of about 1,387,500 reported a total of \$12,288,197 from 231,191 contributors. Close to 17 per cent of the total Jewish population of these areas -- approximately one in every six persons -- were contributors to the 1944 Spring campaigns in these areas. The ratio of contributors to Jewish population was higher in the smaller than in the larger communities.

TABLE II NUMBER OF CONTRIBUTORS PER 100 POPULATION
COVERED BY 75 FEDERATION AND WELFARE FUND CAMPAIGNS
BY SIZE OF 1944 CAMPAIGNS

<u>Size of Campaigns</u>	<u>Number of Contributors Per 100 of Estimated Jewish Population</u>
\$500,000 and over	14.6
100,000 - 499,999	22.0
50,000 - 99,999	18.1
25,000 - 49,999	20.9
10,000 - 24,999	27.2
Under \$10,000	18.7
TOTAL (75 Campaigns)	16.7

A LISTING OF 1943 AND 1944 CAMPAIGN
RESULTS FOLLOWS

1944 SPRING CAMPAIGNS

Compared to Amounts Raised in 1943

City and Agency	Campaign Date	1 9 4 4				1943 Amount Raised
		Goal	Amount Raised	As Of		
Akron, O., JWF	May 18	\$ 150,000	\$ 157,742			\$ 127,405
Albany, N.Y., JWF	NR	120,000	121,000			F
Albuquerque, N.M., FJC	Jan.	13,000	12,600			11,450
Allentown, Pa., UJC	May 2	75,000	76,569			60,609
Altoona, Pa., FJP	July 10	45,000	40,000	Inc. 7/29		32,000
Ardmore, Okla., JF	Feb. 9	3,000	NR			2,082
Atlanta, Ga., JWF	May 10	175,000	210,266			156,929
Atlantic City, N.J., FJC	Mar. 17	75,000	86,822			38,236
Austin, Tex., JF	Apr. 16	10,000	11,500			7,788
Baltimore, Md., JWF	May 31	622,000	623,267			444,026
Bangor, Me., JWF	Apr. 26	42,450	43,200			34,458
Bay City, Mich., JWF	Apr. 12	15,000	9,000	Inc. 4/28		10,651
Bayonne, N.J., UJC	NR	30,000	NR			38,000
Benton Harbor, Mich., JCC	Apr. 30	15,000	7,500	Inc. 5/22		10,000
Binghamton, N.Y., UJC	May 11	32,000	32,000	Inc. 8/10		25,300
Birmingham, Ala., UJF	Jan. 30	85,000	83,500			70,249
Brockton, Mass., UJA	May 25	32,500	36,500	Inc. 8/30		22,026
Butler, Pa., JWF	June 1	18,000	17,000			12,000
Butte, Mont., JWC	Apr. 6	6,000	6,250			5,500
Champaign, Ill., C-U FJC	Mar. 1	7,600	7,772	Inc. 9/2		7,262
Canton, O., JWF	May 3	90,530	90,580			70,800
Charlotte, N.C., FJC	Feb. 1	12,000	18,000			9,600
Chattanooga, Tenn., JWF	May 24	51,284	68,023			41,585
Chicago, Ill., JC	Jan. 9	650,000	725,000			644,000
Columbus, Ga., JWF	Feb. 6	18,000	17,550	Inc. Apr.		15,000
Columbus, O., UJF	June 6	NGS	218,000			195,000
Corpus Christi, Tex., JWF	Aug. 21	32,000	NR			26,100
Corsicana, Tex., JF	Apr. 20	6,000	5,650			3,690
Cleveland, Miss., CJD	NR	NR	12,000a			10,133
Cleveland, O., JWF	May 10	1,098,404	1,100,331			905,206
Davenport, Ia., JC	June 1	30,000	26,699	Inc. 8/31		25,035
Decatur, Ill., JF	NR	NR	NR			NR
Des Moines, Ia., JWF	Jan. 3	85,000	78,618			71,114
Dothan, Ala., JWF	Apr. 30	6,675	7,844	Inc. 8/28		4,000
Duluth, Minn., JWF	May 21	100,000	107,353			69,933
El Paso, Tex., JF	Apr. 16	35,000	37,000			28,500
Elgin, Ill., JWC	June 8	12,500	NR			10,500
Elizabeth, N.J., UJA	May 8	75,000	86,100			51,000
Fargo, N.D., WF	Apr. 16	10,000	9,700			7,860
Fitchburg, Mass., JCC	June 12	48,000	48,000			34,943
Fort Wayne, Ind., JF	Apr. 16	75,000	67,038			59,298
Fort Worth, Tex., JF	NR	55,000	58,380	Inc. 9/6		43,765
Fresno, Cal., UJWF	May 18	NGS	25,000			15,100

City and Agency	Campaign Date	1944		Amount Raised	As Of	1943 Amount Raised
		Goal				
Guelph, Can., UJWF	May 24	\$ 7,000	\$ 6,894	Inc. 8/31	\$ 5,500	
Hackensack, N.J., UJA	May 2	12,000	15,125		9,125	
Hamilton, Can., UJWF	Mar. 19	51,027	48,648	Inc. 9/8	38,786	
Harrisburg, Pa., UJC	Apr. 23	91,172	119,943		98,304	
Hartford, Conn., JWF	Apr. 16	354,320	419,054		280,016	
Houston, Tex., UJC	May 8	150,000	151,129		108,998a	
Illinois, JF of So. Ill.	Mar. 26	137,860	130,831		94,799	
Jacksonville, Fla., JCC	Feb.	90,000	101,767		70,009	
Jersey City, N.J., UJA	Apr. 2	75,000	83,750		69,708	
Joliet, Ill., JWC	Aug.	16,000	16,230	Inc. 9/1	12,000	
Joplin, Mo., JWF	Jan. 1	7,500	7,500		6,200	
Knoxville, Tenn., JWF	Apr. 16	15,000	15,800	Inc. 8/31	12,700	
Lafayette, Ind., FJC	Mar.	25,000	25,000		20,000	
Lancaster, Pa., UJA	June 4	40,000	35,000		31,500	
Lima, O., AJA	May	13,000	11,500		10,200	
Lincoln, Neb., JWF	Apr. 24	25,000	24,182	Inc. 9/2	20,551	
Long Beach, Cal., UJWF	July	35,000	28,000	Inc. 7/24	20,000	
Los Angeles, Cal., UJWF	Apr.	2,000,000	2,001,128		1,201,541	
Louisville, Ky., UJC	Jan. 4	169,196	183,800		148,426	
Lowell, Mass., UJA	Apr. 25	40,000	42,400		25,000	
Lynchburg, Va., JCC	July	10,000	6,000	Inc. 8/31	NR	
Macon, Ga., FJC	Apr. 2	15,000	14,000		NR	
Madison, Wis., JWF	June	50,000	NR		30,158	
Meriden, Conn., UJA	May	12,000	15,000		NR	
Miami, Fla., GMJF	Mar. 19	189,095	242,557		140,301	
Middletown, N.Y., UJA	NR	15,000	15,000		7,500	
Minneapolis, Minn., FJS	May 1	325,000	400,000	Inc. 8/31	215,000	
Mobile, Ala., JWF	NR	NR	NR		30,000	
Monroe, La., UJC	Mar. 25	20,000	18,500		15,000	
Nashville, Tenn., JCC	Apr. 24	100,125	105,250		75,525	
New Bedford, Mass., JCC	May 1	50,000	50,978		30,737	
New Haven, Conn., JWF	May 1	238,000	208,000	Inc. July	145,000	
New York, N.Y., UJA	Feb. 1	NR	NR		6,950,303	
Newark, N.J., UJA	Apr. 25	1,000,000	710,000	Inc. 8/30	550,752	
Newburgh, N.Y., UJC	May 22	32,000	26,000	Inc. 6/22	20,000	
Newport News, Va., JCC	May 15	25,000	21,000b	Inc. 6/22	21,000	
Niagara Falls, N.Y., JF	May 15	28,000	25,543		19,696	
Oakland, Cal., UJWF	May 1	100,000	100,139		75,400	
Oklahoma City, Okla., JCC	Apr. 16	60,000	62,075		53,477	
Omaha, Neb., JP	May	165,000	168,333	Inc. 9/7	134,250	

City and Agency	Campaign Date	1 9 4 4				As Of	1943 Amount Raised
		Goal	Amount Raised				
Passaic, N.J., JCC	May 7	\$ 92,000	\$	105,000			\$ 65,479
Paterson, N.J., UJA	May 21	175,000		187,147			104,414
Pensacola, Fla., FJC	Feb.	13,500		13,750			11,000
Peoria, Ill., JWF	Apr. 30	75,000		84,972			50,116
Petersburg, Va., UJCF	May 1	10,000		10,000			7,500
Philadelphia, Pa., AJA	May	1,675,000		1,850,217			1,565,000
Phoenix, Ariz., JCC	Feb. 3	20,000		14,712	Inc. 7/31		13,075
Pine Bluff, Ark., JFC	Mar. 15	10,000		9,200	Inc. 5/1		7,000
Pittsburgh, Pa., UJF	May 7	NGS		676,741			591,288
Pontiac, Mich., FJC	May 4	18,000		18,030			16,293
Port Arthur, Tex., FJC	Apr. 15	10,000		6,800	Inc. 6/3		7,000
Portland, Me., JF	May 7	73,600		78,500			55,440
Portland, Ore., OJWF	Apr. 16	150,000		122,500			98,550
Reading, Pa., UJC	May 15	52,500		55,000			38,000
Richmond, Va., JCC	May 12	117,500		108,000			101,638
Riverside, Cal., UJWF	NR	NR		NR			3,600
Roanoke, Va., UJA	June 19	12,500		11,693	Inc. 9/1		9,750
Rockford, Ill., FJC	NR	NR		NR			17,000
Sacramento, Cal., UJWF	NR	NR		NR			12,500
Saginaw, Mich., JWF	Mar. 4	15,000		10,500			7,000
St. Joseph, Mo., FJC	Apr. 23	35,000		36,316			23,550
St. Paul, Minn., UJF	May 8	187,500		193,210			123,000
Salem, O., JF	NR	NR		NR			NR
Salt Lake City, Utah, UJC	Apr. 24	50,000		54,300			43,500
San Bernardino, Cal., UJA	May 8	15,500		19,200			12,000
San Diego, Cal., UJF	May 21	81,285		58,334	Inc. 9/5		54,919
San Francisco, Cal., JNWF	May 15	NGS		605,000			482,931
Santa Ana, Cal., UWF	May 4	4,000		4,400	Inc. 7/25		2,910
Savannah, Ga., UJA	May 22	75,000		70,000	Inc. 6/21		43,500
Scranton, Pa., UJC	June 1	75,000		77,250			60,000
Seattle, Wash., FJF	Mar. 26	125,000		130,135	Inc. 9/6		103,496
Selma, Ala., JWF	Apr. 7	11,225		10,400			8,926
Sheboygan, Wis., FJC	Feb. 1	8,000		8,050			5,700
Sioux City, Ia., UJA	Apr. 3	55,000		60,875			43,859
Sioux Falls, S.D., JWF	NR	NGS		10,000			5,750
Spokane, Wash., UJF	NR	NR		NR			11,000
Springfield, Ill., JF	May 7	60,000		56,438			38,540
Springfield, Mass., UJWF	May 8	125,000		115,759			90,136
Steubenville, O., JCC	Apr. 30	24,000		23,604			16,800
Stockton, Cal., NJWF	Apr. 2	25,000		34,850			16,750
Syracuse, N.Y., JWF	May 11	125,000		137,752			110,000
Tacoma, Wash., FJF	May 21	16,500		13,000	Inc. 5/29		8,620
Tallahassee, Fla., FJC	May 1	13,000		12,703			8,900
Terre Haute, Ind., JWF	Dec. '43	NR		31,546			31,000
Texarkana, Tex., JF	Mar. 28	7,500		7,000			6,500
Toronto, Can., UJWF	Mar. 19	326,070		350,771			250,000
Trenton, N.J., JF	Apr. 15	125,000		124,492	Inc. 7/31		80,000
Troy, N.Y., JWF	Jan. 2	28,500		27,500			19,766
Tucson, Ariz., UJA	Jan.	20,000		20,000			16,000
Tyler, Tex., FJC	NR	NR		NR			NR

City and Agency	Campaign Date	1 9 4 4				1943 Amount Raised
		Goal	Amount Raised		As Of	
Utica, N.Y., UJA	May 22	\$ 45,000	\$	41,918		\$ 34,033
Vancouver, Can., JEWf	Mar. 20	20,000		19,700		15,300
Ventura, Cal., VCJC	July 30	10,000		10,596	Inc. 8/3	4,289
Waco, Tex., JFC	Mar. 1	3,300		3,260		4,200
Waco, Tex., UJA	July 2	20,000		11,000	Inc. 7/31	14,028
Washington, D.C.	May 15	315,000		326,000		269,772
Waterbury, Conn., JFA	Apr. 3	45,000		47,000		32,699
Wichita, Kan., M-K JWF	June 6	50,000		48,446		40,000
Wilkes-Barre, Pa., WVJC	Apr. 23	103,313		114,154		94,835
Winnipeg, Can., JWF	Feb. 14	150,000		150,632		118,087
Worcester, Mass., JWF	Apr. 23	175,000		202,388	Inc. 8/31	108,680
York, Pa., UJA	May 26	25,000		23,000		16,201



NGS- No goal set

NR - Not reported

F - First campaign

a - Not comparable. In 1943, amount raised included only one-half year's needs for out-of-town projects.

b - Approximate

COUNCIL OF JEWISH FEDERATIONS AND WELFARE FUNDS, INC.

OFFICERS

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Chairman of the Board WILLIAM J. SHRODER, Cincinnati

Vice-Presidents WILLIAM ROSENWALD, Greenwich

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Executive Director H. L. LURIE

Field Service Director PHILIP BERNSTEIN

National Office: 165 West 46 Street, New York 19, N. Y.

September 20, 1944

Rabbi Abba H. Silver
c/o The Temple
E. 105 St. at Ansel Road
Cleveland, Ohio

Dear Rabbi Silver:

You will note my letter of September 12 to Rabbi J. Heller, Chairman of the United Palestine Appeal. Rabbi Heller will be in New York on Thursday, October 5, after the holidays, and representatives of the United Palestine Appeal will meet with members of our Committee at 11 a.m. on that day.

I would very much like to have members of the Budget Research Committee participate in this first of a series of conferences with national and overseas agencies to discuss the problems and the outlook for national budgeting. I would very much appreciate your letting me know by the return postcard whether you will find it convenient to be in New York on that date and join us at this meeting. The place of the meeting will be sent you later.

With kindest regards, I remain,

Sincerely yours,

JB:SMW
Enclosure

JACOB BLAUSTEIN
Chairman
Budget Research Committee

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LETTER SENT TO RABBI JAMES G. HELLER, CHAIRMAN OF THE UNITED
PALESTINE APPEAL

September 12, 1944

Rabbi James G. Heller
Wise Center
Cincinnati, Ohio

Dear Rabbi Heller:

Our member agencies have to make decisions annually on their campaign goals, on the national and overseas organizations to be included as beneficiaries of their fund and the amounts to be allocated to each. These questions involve local budgeting procedures and relationships of local welfare funds to the national and overseas causes.

The Budget Research Committee of the Council, of which I am Chairman, is responsible for the Council services which local communities request for help in arriving at equitable decisions. This year we have been asked to undertake an analysis of budgeting problems and especially of the need for national procedures and standards which might be useful to local communities in their fund allocations. This assignment followed discussions at the 1944 General Assembly and the adoption of a Resolution by the delegates that the Board of Directors of the Council be asked to reconsider the subject of national budgeting and report their findings to the 1945 Assembly.

During the year our attention has been called by the major national and overseas agencies, as well as by our local members, to new, and at times duplicating, appeals and programs which are being promoted by more or less responsible, and sometimes irresponsible, Jewish groups. These appeals further emphasize current national inadequacies in budgeting procedures.

In carrying out this responsibility of the Budget Research Committee, we are desirous of conferring with representatives of the major national and overseas agencies in order that we may be enlightened as to their experience with the budgetary methods of our local communities and their views as to additional national and local procedures of a desirable and progressive character.

Representatives of the Council's Budget Research Committee would like an exchange of views and experience with you and such other representatives of the United Palestine Appeal whom you may designate; and would like to meet for that purpose sometime in the near future. I would appreciate it if you would suggest two or three alternative dates which would suit the convenience of your representatives, so that I can notify the members of our Committee who are available for these exploratory sessions.

Sincerely yours,

JB:SMW

JACOB BLAUSTEIN
Chairman
Budget Research Committee

MINUTES OF MEETING OF BOARD OF DIRECTORS
COUNCIL OF JEWISH FEDERATIONS AND WELFARE FUNDS
Pennsylvania Hotel, New York
October 28-29, 1944

PRESENT: William J. Shroder, presiding

Jacob Blaustein
Max Block
Samuel Goldhamer
Joseph Goldstein
Dr. Maurice B. Hexter
Sidney Hollander
Kurt Peiser
Charles A. Riegelman
William Rosenwald
Isidore Sobeloff
Joseph Willen
Ira M. Younker

Regional Chairman: Edward H. Kavinsky,
New York Region

By Invitation: Joseph E. Beck, NRS
Louis Kraft, JWB
Philip Chasin, JDA
David Sher, NCRAC
Louis Sobel, JDC
Rabbi Jonah B. Wise,
New York UJA

Committee on Financing Welfare Programs

Staff: H. L. Lurie
Philip Bernstein
Solomon Kuznets
Robert Fitterman
Ellis Radinsky
H. M. Propper
Rae Karp

Henry C. Bernstein
Samuel Blitz
Isidor Coons
Milton E. Gundersheimer
Alexander E. Holstein
Henry Montor
Michael Nisselson

Sessions of the Board began on Saturday, October 28, 1944 at 10:30 a.m. and continued through luncheon and to 6:00 p.m. for informal discussions. Evening meeting 8:45 p.m. to 10:30 p.m. Sunday meeting 10:00 a.m. Formal actions at the Saturday evening and Sunday sessions.

Minutes of Previous Meeting

Copies of the minutes of the previous Board meeting held June 10-11, 1944 had been mailed to members of the Board in advance of the meeting. MR. YOUNKER commented on the report of the discussion of needs of returning veterans (page 2). He believed that there was a tendency to overemphasize the importance of psychiatric problems and the need for psychiatric workers. Other types of case work and economic services were of equal if not of greater importance. MR. ROSENWALD commented that the first four pages left him with the impression that there were some expressions of opinion which had not been fully reported on. MR. ROSENWALD was asked to suggest specific additions to become a part of the recorded minutes if approved. Pending these additions, the minutes were approved as prepared.

Financing Jewish Welfare Programs in 1945

Financial needs for Jewish welfare programs and fund raising prospects for 1945 were presented for Board discussion by the Council Committee with Mr. Abe Srere of Detroit as chairman and Mr. Isidore Sobeloff as vice chairman. This Committee is studying current trends and developments and is formulating a statement for discussion at the General Assembly. Members of the Committee on Financing Welfare Programs had been invited to join the Board for this meeting. In the absence of Mr. Srere, Mr. Sobeloff served as discussion leader.

MR. SOBELOFF stated that the two major questions before us were: (1) What are the needs and objectives of the major agencies which are to be presented to Jewish communities in 1945, and (2) what are the possibilities for meeting these needs? MR. SOBELOFF pointed to the fact that communities are concerned with their local requirements as well as the needs of the major national and overseas agencies. Restrictions on war-time construction have postponed normal developments in local institutional planning and emphasis on emergency and overseas needs have diverted attention from local needs. At present there is a renewed interest in capital funds for post war programs and consideration is being given to the maintenance costs which will be involved in these programs. The program for this meeting has planned that the representatives of the major national and overseas agencies present their programs to be followed by representatives of local communities who would discuss prospects for financing, in relation both to local and national and overseas needs. In the discussion of local fund-raising it was suggested that economic trends and prospects including the effects of taxation be considered. The relationship of war chests in those cities in which Jewish welfare funds had become affiliated with them was also to be explored.

United Palestine Appeal

MR. MONTOR, representing the UPA, spoke of the developing needs of Palestine resulting from the continuing immigration possible under current immigration schedules. Lack of materials and labor has produced an acute housing shortage with many persons living under primitive conditions. The outlook for Palestine was for an increased immigration as soon as European conditions permitted Jews to find new homes for themselves and an increased program of colonization was indicated. This would involve the promotion of industry, extension of agriculture and other aspects of a permanent population. The Jewish Agency with its limited funds was trying to meet these needs. 55,000 Jews have entered Palestine in the last five years and the present population is estimated at from 550,000 to 600,000. Palestine will play an important part in post war planning for Jews. For these reasons larger funds would be required.

As of the end of 1944, the Jewish Agency, the Jewish National Fund, and the Palestine Foundation Fund will have spent \$25,000,000. Although the 1944 campaigns have been successful, there are insufficient funds to meet the budgets and it has been necessary for the Jewish Agency to undertake extensive borrowing. For 1945, the programs will call for large capital funds in order to build a secure future and meet current needs.

MR. MONTOR also mentioned the plans of the Palestine Economic Corporation and AMPOL which are seeking to raise capital funds in this country on an investment basis. These would supplement the funds that are expected from philanthropic sources. MR. MONTOR believed that American Jews were ready to extend their generosity both for philanthropic and investment capital funds at the appropriate time when the needs of Palestine will be presented. MR. BLAUSTEIN suggested that it would be well in the fund raising campaigns to distinguish between current maintenance and capital needs, corresponding to the practice in local community fund raising. In further discussion of capital fund needs, MR. MONTOR mentioned that the Jewish National Fund has the objective of securing 250,000 dunams of land in different sections of Palestine. It is based on the need to secure the Jewish settlement in Palestine. MR. MONTOR stated that the Jews concerned with the future of Palestine are convinced of the necessity of Palestine for a great many Jews and that it will continue to raise every dollar possible for this goal.

A more definite budget will be prepared by the Jewish Agency which will be available at the end of the month.

American Jewish Joint Distribution Committee

MR. SOBEL, representing the JDC, stated that the direction of thinking concerning Palestine similarly applied to the needs in other parts of the world which the JDC was trying to meet. Thus far this year the JDC has appropriated \$18,000,000. As the favorable turn of the war opens up new areas, there are increased calls for aid and a much larger budget is anticipated for 1945. Increased expenditures in 1944 resulted from the enlarged rescue program and the increased costs of transportation. This stage will be replaced later by the immediate emergency needs of the Jewish populations in the liberated areas. Currently the JDC had been spending \$150,000 a month for France in addition to amounts which the local groups were borrowing for future JDC repayment. After the liberation of France the Jewish groups presented their needs to the JDC which would require expenditures of \$2,000,000 a month. Emergency grants are now being made. The first request from Belgium was for nearly \$2,000,000. Negotiations are in process with the areas in liberated Poland and an appropriation for a first grant of approximately \$500,000 was made last week in behalf of the Jews in this area.

It is obvious to the JDC that as more areas are liberated the demands made for assistance would be tremendous and present indications represent the minimum budget of \$25,000,000 to \$30,000,000 to meet needs that will not be met by UNRRA or the Intergovernmental Committee for Refugees. While it is hoped that UNRRA will in time be able to meet basic needs, there are political and other limitations so that the voluntary agencies are called upon to do the immediate emergency job. Some help will be given by other Jewish communities throughout the world, but it is obvious that the bulk of the responsibility will fall on American Jewry. At present these needs cannot be estimated precisely but they will require large cash remittances, supplies as well as moral aid in rehabilitation of community life. Jews have been dislodged from their communities and their businesses, from their normal ways of living. They have had to combat terror and oppression. Staggering sums will be required to help them to find their way back to normal living. The reconstruction program will require cooperative loan funds and other basic economic aids.

1945 UJA

A question was asked about plans for the 1945 UJA. MR. MONTOR said that the first formal meeting will be held within the next few days and there was every indication that the UJA would be continued. The goal was being approached with the utmost sincerity and earnestness. MR. RIEGELMAN stated that NRS had no formal contacts and no information about the 1945 UJA. MR. COONS reported for the UJA that the date for initiating discussions had not yet been set and MR. MONTOR stated that as a matter of course the NRS would be included in the 1945 UJA planning. MR. SOBELOFF and MR. HOLLANDER expressed the view that the uncertainty of a UJA depending upon negotiations each year was undesirable and it was hoped that some way could be found to establish the UJA on a more permanent basis. MR. LURIE read the resolution on this subject which had been adopted by the West Central States Region of the Council at a meeting in Sioux City, Iowa, October 22, 1944. MR. HOLLANDER outlined the procedures used by the National War Fund which represented a systematic and intelligent way of budgeting and campaign planning to meet the needs of the overseas relief agencies included in that arrangement.

National Refugee Service

MR. RIEGELMAN outlined the trends in the NRS service in 1944. There has been a consistent reduction in relief needs and the expenditures of the NRS are on a diminishing scale. However, dangers of an increase in unemployment at the end of the war would probably increase the load and responsibilities of the NRS. MR. RIEGELMAN reviewed the arrangements which had been made with the family service

agencies in New York City for the transfer of refugee clients and the service programs for the social adjustment of the refugees. The time is rapidly approaching when the bulk of the refugees will have been in this country for more than five years and therefore eligible for public assistance. The estimate at this time, however, is for a budget of approximately \$1,000,000 for 1945 and this would be adequate unless there was an increase of unemployment and/or a renewal of large scale immigration to this country.

MR. JOSEPH BECK of NRS supplemented this statement describing the functional services of the NRS which include direct service to individual clients, national services on problems on migration and relations with government bureaus and departments, and subventions to national and local agencies undertaking special programs in behalf of refugees. In 1945, the reduction will be largely in the direct functional service to individuals. There will be some reduction in national services but little substantial change in the subventions to the specialized programs. MR. BECK added the ending of the war may throw many refugees out of work even without large scale unemployment since some of them were holding jobs which will be claimed by returning veterans and war workers. The outlook for increased immigration depended upon Congressional action. Irrespective of immigration restrictions, it is anticipated relatives of refugees in this country will be coming to the United States to join their families after the war. For example, there are 20,000 refugees in England with guest visas who hope to come to the United States. Many of the refugee colonies at Shanghai have American visas and hope to secure them, similarly in Switzerland. With these developments NRS will again have to expand its budget and its activities. MR. BECK also reported briefly on the refugee camp at Oswego, New York and estimates that between \$75,000 and \$100,000 will be budgeted by the NRS for this project.

Joint Defense Appeal

MR. IRA YOUNKER outlined the 1945 program of the Joint Defense Appeal. It would be continued in 1945 with the campaign goal of \$5,000,000. The current minimum program will require a budget of \$3,500,000 and in addition the JDA hopes to secure a reserve fund of \$1,500,000. In 1944, the JDA had a campaign goal of \$3,000,000. It has received pledges of \$2,300,000 to date. Approximately \$160,000 spent on campaign purposes. The welfare funds formerly contributed about 40 percent of the JDA funds and in 1944 contributed about 30 percent, with the balance secured from direct campaigns in New York, Chicago and other cities.

MR. YOUNKER outlined briefly the work of the two agencies in the JDA, the American Jewish Committee and the B'nai B'rith Anti-Defamation League. The two agencies have a staff of approximately 300 people. Their main functions are (1) a broad program of public relations and public information including news releases, radio, advertising pamphlets, etc., and (2) investigation and legal work to keep informed on developing anti-Semitism in this country. From time to time studies have been made of trends in underlying attitudes toward Jews and at the present time the American Jewish Committee is establishing an enlarged research department which plans to test the effects of the activities carried on by the agency to counteract anti-Semitic developments. The results of recent polls are not too encouraging on underlying attitudes and potential problems. There have been disturbing aspects of anti-Semitism in political campaigns and in the attitudes of returning veterans. Some efforts are being made to solve these problems. There is increased contact and programs with labor groups, business and trade associations, church groups, etc. In the labor field there is cooperation with the Jewish Labor Committee and some results are encouraging. In some instances funds are supplied in the form of grants to organizations able to work effectively on the improvement of group relations.

Combatting anti-Semitism is the most important problem facing Jewry in the United States. If we fail in this we fail in all of our objectives. The program is in need of help and cooperation from all groups. It requires intelligent direction and the cooperation of other community groups since we are not fighting anti-Semitism alone as such, but the reactionary forces which will affect the welfare of all American citizens.

In a discussion of fund raising it was pointed out that the experience of the JDA differs from that of other national and overseas agencies such as the UJA which receives 30 percent of its income from New York City. MR. CHASIN suggested that perhaps the reason for the JDA's larger relative proportion was that they were able to campaign directly in New York and Chicago, and therefore obtain better responses than when included as one of the causes in a general welfare fund. MR. SHRODER pointed out that in some welfare fund cities it was considered advisable to raise funds separately for the defense agencies. MR. LURIE stated that there were approximately 20 cities with substantial local programs for community relations work and that the amount spent in these cities should be considered as part of the funds raised for civic protective work. In New York and Chicago whatever local services necessitated are carried on by national agencies so that the approximate costs of these services should be subtracted in analyzing fund returns from local communities. MR. BLAUSTEIN indicated that while figures again showed a percentage decrease from welfare funds, on the other hand, the JDA was receiving substantially larger actual amounts in 1944 from welfare fund cities than had been secured previously.

MR. RIEGELMAN asked whether all the money raised by the JDA was used exclusively for defense work. MR. YOUNKER indicated it was not possible to define the term exactly and that such activities as the Library of Information, the cooperation on programs with South American and overseas Jewry, etc. were either directly or indirectly related to the major objectives of the organization. MR. SOBELOFF questioned whether such activities were not similar to those of other agencies such as the JTA, the Overseas News Service, community center and educational work and other activities.

In reply to a question from MR. PEISER, MR. CHASIN stated that the JDA was operated by a Committee of Six consisting of three representatives of the American Jewish Committee and three of the ADL, with three alternates from each agency. This Committee has responsibility for fund raising and for coordination of agency programs. Each agency budget is developed by its own Board of Directors and is then thoroughly discussed by the Committee of Six.

MR. HOLLANDER in commenting on MR. PEISER'S question as to who establishes the program and budget of the JDA, expressed the opinion that this question was fundamental for all agencies. The whole procedure of self-budgeting can be challenged. Is it the sole responsibility of an agency to decide how much funds it is to raise? The communities responsible for raising the funds do not have any direct voice and are informed of the agency's needs rather than consulted in the planning stages. He believed this to be an unsound procedure. Referring to the statement made by the JWB that its budget had been endorsed by an Advisory Council, MR. HOLLANDER said that such procedures are related only to individual agencies and therefore, any single organization fails to relate its needs to all of the other agencies and causes.

MR. YOUNKER agreed with MR. HOLLANDER'S approach.

Jewish Welfare Board

MR. LOUIS KRAFT reported for the Jewish Welfare Board and stated that the 1945 goal of \$1,500,000 had been adopted after consultation with a National Advisory Council consisting of representative leaders to whom the JWB budget was presented in a two-day meeting. Most of the members of this Council were local leaders who had no direct responsibility for the administration of the JWB's program. The budget was submitted in detail and the proposed programs analyzed. Two or three times during the year the entire budget is again reviewed and readjusted.

The 1945 budget calls for an increase of \$300,000 over 1944. The ending of the European war - should it take place in 1945 - will not materially affect the program since it is anticipated that demobilization will take place slowly. The budget is already adjusted for changes in the volume of war mobilization anticipated for 1945. Activities of the JWB overseas will increase during the coming year. One of the items in the budget is for public relations work, which has not been financed directly by the JWB but by allocations from the agencies of the JDA. MR. YOUNKER asked about this function of the JWB. MR. KRAFT explained that the JWB is engaged in developing the war service record of American Jewry but that the task of publicizing this record is undertaken through a joint committee of the American Jewish Committee, the Anti-Defamation League, the American Jewish Congress and the Jewish War Veterans. The achievements of the Jews in the armed forces are publicized through radio, newspapers and other forms of publication. Through the European staff, items of special Jewish interest are brought to the attention of war correspondents. The JWB also participated in the Miami housing program both financially and in providing service and personnel. The work in Miami was under the auspices of a non-sectarian committee as a means for easing the strain on returning veterans and their families in finding proper housing and in meeting other needs.

MR. KRAFT explained that the item of \$300,000 for Jewish Center work was an increase of \$100,000 over the previous year's budget. Some increase in the work of Bureau of War Records is expected. On the other hand, there will be substantial reduction of work on college campuses. Additional field service and more service at the national office was required. It also included expansion of the Building Bureau to improve technical services, at this time when large capital expenditures in new Center buildings are being contemplated. It is hoped that eventually this Bureau will become self-supporting. The budget also provides for a program for professional training of personnel entering the Jewish Center field for which there have been no previous funds, for the addition of certain specialists in the cultural field, and for normal increases in salaries.

Reports from Communities

Following the presentation of 1945 plans of a selected number of the major agencies in the national and overseas field, the meeting turned to a consideration of local problems and local prospects of fund raising.

Detroit -- MR. SOBELOFF reported for Detroit. The Allied Jewish Campaign is affiliated with the Detroit War Chest. The campaign last year financed the program for the fiscal year ending May 1945, and included a total of \$975,000 for non-local and local items formerly financed by the Allied Jewish Campaign. The 1945-1946 War Chest campaign is now in progress, with \$1,130,000 allocated to the Jewish agencies. Increases are \$125,000 for national and overseas agencies and \$30,000 for local purposes. These are not campaign figures but the actual sums available for distribution. It was noted that the Jewish agencies were granted this increase in spite of the fact that the war chest goal in Detroit is for the same amount as for the previous year. The increases will come from unexpended funds. Participation in the War Chest has enabled Detroit to secure increased funds for current maintenance needs and to embark on a campaign for capital funds.

On local needs, Detroit is engaged in the raising of \$2,000,000 for the construction of a hospital under Jewish auspices. The fund raising campaign is to open officially in Feb. 1945, after the war chest campaign, but over \$1,300,000 has already been raised from 105 contributors.

Extension of the Home for the Aged to develop better care for the chronic sick is also contemplated. \$125,000 is available for this from one contributor. There has been some discussion of the need for centralized psychiatric service which will not be exclusively Jewish but a general community project. Detroit like most cities has experienced a radical shift of population and the Committee is at work to study the needs of new Jewish neighborhoods. Present thinking is for services for all sections of the community rather than exclusively for the depressed neighborhoods. However, there are no definite plans as yet involving capital funds or maintenance costs. In the meantime, a new type of education survey is under way to study both formal and informal cultural and educational activities and needs for adults as well as for children and youth.

MR. SOBELOFF was optimistic about the possibility of raising more funds for increasing needs. Detroit community is growing and with it an increased recognition of the responsibilities to meet local and non-local needs. However, some national help is needed in determining what are the legitimate responsibilities of the local community. Pending such national planning, the community will have to do the best it can to arrive at its own decision.

On general fund raising aspects, Mr. SOBELOFF thought that an unknown factor was that of conversion of war time to peace time industries which might temporarily affect the economic security of contributors. There is no question that a public recognition of needs, and economic factors will play a determining role.

RABBI JONAH WISE asked MR. SOBELOFF whether he thought that because of the impelling urgency of Jewish needs, more money would be available from Jewish communities raising funds directly than would be possible to secure from participation in a war chest. MR. SOBELOFF replied that it was true that the intensity of feeling and responsibility for Jewish causes would probably result in greater increases in Jewish campaigns in 1945 but that there were some balancing advantages from local war chest affiliations and cited the fact that the last independent campaign in Detroit allocated \$420,000 to the UJA and that the allocation now has been raised to \$750,000 from war chest funds. The Detroit Jewish Fund was in the war chest as a war measure.

The National War Fund will probably continue for another year but the community war chest is beginning to think of the transfer of some of its problems to the normal community chest when war needs are ended. There may be a difficult year in the transition period when the goals of the war funds will be declining while Jewish needs may be increasing. It will be desirable to review the whole problem as soon as the war emergency eases.

Baltimore -- MR. GUNDERSHEIMER reported that Baltimore recently completed its welfare fund campaign for \$630,000. The local federation raised in addition \$630,000. The local problem is to hold two campaigns in any one year and a decision was made this spring to have a campaign each alternate year for each type of fund raising. Since the local federation campaign will be held in the spring of 1945, the Jewish Welfare Fund will meet its funds through renewals rather than through an active campaign. For this reason, it would not be possible to raise more money for the Jewish Welfare Fund 1945 than the amounts secured in 1944. In addition, Baltimore has started a special campaign for post war capital needs and has thus far secured about \$400,000 from 185 contributors. The funds are unrestricted and the expenditures will be based upon planning and studies. Two surveys are contemplated; The one on health agencies and chronic care is now under way; the other will be a study of cultural, recreational and Jewish educational needs.

Rochester -- MR. JOSEPH GOLDSTEIN reported that Rochester anticipated a normal increase but not an extraordinary one in 1945. He believed that Rochester would make a good showing; no capital fund campaigns are contemplated.

Syracuse -- MR. ALEXANDER HOLSTEIN reported that the last welfare fund campaign in Syracuse had increased the previous year's results by one-third. In addition, the capital fund campaign for a new Center secured \$210,000. He thought that as taxes were reduced, the argument of low net cost of philanthropic gifts would be as pertinent, and that it is desirable therefore to place greater emphasis on needs. He recalled that considerable funds had been raised after the last war and he thought that the outlook was similarly favorable after this one. More attention would be given to local needs including the Center and Jewish education for cities the size of Syracuse; a relatively small proportion of funds secured by the Welfare Fund are now retained for local purposes. Mr. HOLSTEIN stated that the reason for his optimism was because he knew that no one in Syracuse was making any sacrifice in their philanthropic giving.

Philadelphia --MR. KURT PEISER reported that judging by current attitudes of contributors, considerably more funds could be secured. Little attention has been given to institutional maintenance since the beginning of the depression and there are large needs for repairs, replacements and new buildings. Philadelphia is considering raising approximately \$7,000,000 for capital needs. He thought that the attention of the Council and national agencies should be called to a number of current difficulties which retard local interest in national and overseas causes. Unless these were satisfactorily resolved he foresaw a reluctance on the part of local communities to grant the increased quotas which the national agencies are requesting. There is considerable competition for funds on the part of new projects, a number of them attempting to deal with the problems of anti-Semitism. There are many questions about the relation of UNHRA to the funds being raised by the voluntary agencies. These questions cannot be answered exclusively on a local basis and the large national organizations such as the UJA have a definite responsibility. There is need for a closer relationship between the national and overseas agencies, the local communities and the Council in solving the problems of multiple appeals, new agencies, increased goals, etc.

Buffalo -- MR. KAVINOKY reported that the Buffalo War Chest Campaign had just been completed, including both the Jewish Federation and the Jewish Welfare Fund. The first war chest campaign was for 18 months. The current campaign is for 12 months. The overall goal for the war chest was 10 percent less than in the previous campaign. The Jewish agencies were budgeted a 30 percent increase as compared with a 10 percent increase for all other agencies. At present the campaign is 5 percent short of its goal but it is hoped that this will be made. One difficulty was in payroll deductions which in a previous campaign were on a monthly basis, and are to be completed within eight weeks this year.

Cleveland --MR. SAMUEL GOLDHAMER reported that he was unable to share in the general optimism. He feared that we might encounter the experience of previous campaigns when in the years of greatest need you run into inadequate resources. Everything depends on the continuation of industrial production and if post-war production is seriously below war production, there will be unfavorable economic factors. He cited experience of the community fund goal which was not increased appreciably this year, with many of the corporation givers advising that they could not increase on account of the expectancies of the cutbacks in war production and reconversion. Last year there was some success in asking for corporation giving out of surplus profits which are not renewed when profits diminish. He felt that we should be realistic about the future and weigh economic factors carefully in setting our goal, and he asked that national and overseas causes similarly consider economic conditions in formulating their campaign goals.

Cincinnati -- MR. SERODER reported that Cincinnati was also in the war chest, which had set its goal at \$3,200,000, a reduction of \$100,000 from the previous year. The war chest, however, earmarked a special additional amount for the Jewish Welfare Fund. The Federation has made no major request for capital funds in the last four years but the Jewish hospital which is not included in Federation is planning for a campaign of \$1,000,000 in 1945 for necessary expansion and replacement.

The United Jewish Social Agencies is considering a new building for convalescent care in conjunction with the Jewish Hospital and the need for coordinating programs and services for the care of the chronic sick. In effect, Cincinnati faces the same situation as every community except that the United Jewish Appeal is assured of a substantial increase over the amount allocated it in 1943.

Seattle -- MR. MAX BLOCK of Seattle thought that the national agencies had presented rather optimistic campaign goals for 1945. He seconded MR. HOLLANDER's sentiments of the need for devising a more effective way of dealing with duplications in agencies and services.

New York UJA -- RABBI JONAH WISE reported that New York UJA is considering including other national and overseas agencies in addition to its three constituent agencies. Thus far, no decisions have been reached. No definite goal is set for 1945 but after the national goals are announced, the New York UJA will attempt to raise as much money as possible. In this connection, RABBI WISE mentioned the policy of the New York Federation which had not announced a goal this year but was attempting to get as much as possible. Mr. SCHNEIERSON explained that last year the Federation held a campaign for its current needs and for reserve funds and promised that it would not use the giving of 1944 as a base for contributions next year.

MR. MONTOR stated that the New York UJA was an autonomous agency and that the national UJA suggests a quota for New York City - \$12,000,000 was recommended for 1944. This is the usual practice of requesting local quotas from all cities in the United States.

RABBI WISE reported that in 1944, the New York UJA raised \$9,000,000 or 50 percent more than in 1943. He doubted whether they could expect to raise a further additional 50 percent in 1945, but they would make a strong effort to secure larger funds. There is an enormous problem of general coverage in New York City. Good results are obtained in a trade group, special gifts and women's divisions. An excellent job is done in suburban areas but the problem of overall coverage in the city proper has been discussed many times and very large fund raising costs would be required to reach the large numbers of individual givers not reached thru other methods. There are many fund raising activities going on in New York City involving the use of manpower. It is hoped that consolidation of campaigns will help to solve this problem. The tendency is to broaden the base of support and the UJA is reaching a large number of givers. Each year's campaign practically starts afresh since there is no regular individual and corporate membership.

The Jewish population of New York City is definitely interested in the problems of Jews in Eastern Europe and RABBI WISE believed that those groups can be mobilized into a stronger source of fund raising for the New York UJA. The creation of a permanent UJA organization in New York City has had definite technical advantages. The negligible loss each year from contributions in the lower and intermediate brackets was encouraging. The New York UJA feels that while prospects for next year are indefinite, it is consolidating its gains and is increasingly able to reach the giving public. If it can achieve further gains in reaching larger numbers of contributors it can look for an additional \$3,000,000 in income from new givers. Optimism for 1945 is necessarily based on the assumption that economic conditions and contributors' attitudes will continue to be favorable.

Summary -- MR. SOBELOFF in summarizing stated that the discussion was arranged to give the Committee on Financing Welfare Programs a preview of the kind of discussion it was planning for the Assembly. He stated that the Committee wants to give the communities a clear picture of national, overseas and local needs in order to set the stage for 1945 fund raising. He asked for concrete suggestions as to how the whole subject could be presented at the Assembly. MR. SHRODER thought that practical assistance might be given by the national agencies as well as by communities which have had recent campaigns.

Report of the Budget Research Committee

MR. BLAUSTEIN read the report of the Budget Research Committee included in the Board kit. This report posed a number of questions. He stressed the fact that the committee had not yet arrived at any definite conclusions but was attempting to explore the problem and was open to suggestions. He stated that there was general agreement on the need for some better form of regulating the appeals of new and duplicating organizations but that any such procedure would need also to involve studies of the programs and needs of the larger and older established organizations.

MR. PEISER, in responding to question from MR. YOUNKER, agreed that improvement was needed in the establishment of agency goals and budgets. He cited as an example the JDA which originally announced a campaign goal in 1944 of \$2,000,000 - during the year, a letter was received stating that the budget goal had been raised to \$3,000,000 and the local welfare funds were asked to reconsider their previous allotments. Obviously, this change was determined by the organization itself and without consultation with other organizations either in the same field of work or appealing for local funds for other causes and purposes. A national budgeting process would be a real contribution if it would help to improve these procedures.

MR. BLAUSTEIN stated that many communities were asking similar questions. He had the impression that they were no longer willing to take agency requests for granted. He felt that the national organizations would be much better off if there were a planned national budgeting process. It would not be practical to deal only with the smaller agencies and with new appeals, although as a matter of expediency the more intensive studies of the larger agencies would probably not be undertaken as a first step.

MR. YOUNKER stated that without necessarily speaking for the JDA, he thought that both of the organizations in the JDA would welcome the closest type of cooperation in budgeting and evaluation. He did not believe that there was any fundamental difference between what the JDA saw as an objective and what the individual communities wanted to achieve in this field. In effect, the work of the defense agencies depended upon the interest of the Jews in civic protective work.

MR. GOLDSTEIN referred to the fact that he had opposed a national budgeting service in previous years and while his general opinion had not changed, there has been some modification. He doubted whether national budgeting was clearly understood by us or by the communities which have passed resolutions. They did not know whether it means establishing local quotas, evaluating the effectiveness of the work of the organization, or reporting detailed factual information with comments on the work of the agencies. He thought the Vaad Hahatzala report was excellent because it not only described the work of the agency but pointed out duplications with other national programs. While the Council bulletin did not specifically advise communities whether or not to support the agency, or how much to give it, it did evaluate the program sufficiently for local action. He thought that this was the type of budgetary service which should be expanded and that more radical developments should be postponed. We should give the communities information even at the risk of "treading on the toes of agencies." If the communities have the facts, they can determine their proper allotments.

MR. HOLLANDER also referred to the Vaad Hahatzala report, and thought it was excellent. He pointed out, however, that in this instance we indicated the area of duplication but we did not evaluate the work of the established agency.

MR. BLAUSTEIN thought it was advisable in this discussion to clarify the problem. First, the proposed national budgeting service was to be advisory and recommendations to agencies or to the communities were not mandatory. The full national advisory budgeting service in cooperation with the national agencies would set goals in terms of the needs of agencies in the same and other fields of service. It would not indicate to any community the dollar amount which it was called upon to allocate to any agency, but by presenting the approved budgets would indicate what percentage of the local funds might be allocated to each of the beneficiary agencies. MR. BLAUSTEIN stated that many communities were not completely satisfied with the Vaad Hahatzala type of report. The Vaad had set a goal of \$1,000,000. Some specific information was desired on whether \$1,000,000 or \$800,000 or any other figure represented the essential activities which were not duplicating the work of other organizations. Some of the larger national and overseas agencies recognized the need for national budgeting for agencies such as the Vaad but they are unwilling to have the same procedures applied to them. He thought that the communities wanted national budgeting, and that the national agencies were divided.

MR. SOBEL expressed the opinion that the JDC would gladly welcome objective advice on its budget and expenditures. However, for an emergency agency it was difficult to determine needs objectively on other than a practical basis. He questioned whether better advice or guidance would be secured from other sources than those on which the JDC relied. (MR. SOBEL thought national budgeting would be impractical rather than undesirable.) MR. BLAUSTEIN replied that because of the uncertainties in definitive budget planning on the part of agencies, communities were beginning to have misgivings and he thought that the Budget Research Committee cooperating with the JDC could make as dependable estimates of needs as the JDC alone. The communities, MR. BLAUSTEIN believed, would like to have objective group evaluation and advice on agencies, estimates and plans.

MR. GOLDSTEIN said that he was not fundamentally in disagreement with MR. BLAUSTEIN but that agency budgets were not made in a vacuum by few people but represented an attempt to interpret needs and usually to secure the approval of representative leaders of the local communities. It was erroneous to conceive that agencies simply made up the budget and sent it to the country without securing the advice of a cross section of the community leadership. While not disagreeing with the objective, it is better to proceed more slowly and to give all of the facts to the local welfare funds without infringing on the autonomy of national agencies. MR. BLAUSTEIN stated that the idea of a gradual development had been suggested three years ago and he had acceded to it but he thought we had grown up since that time and we ought to go further. So far as staff facilities were concerned we would be prepared to develop the necessary staff if we could secure the cooperation of the large national and overseas agencies.

MR. GOLDHAMER could not see why the principle of central budgeting established by local federations should not be extended to the national field. He suggested that a board of review consisting of representatives of the larger federations and welfare funds might make some progress by conferring with the national and overseas agencies. He thought that the whole country will accept such a procedure with confidence and would be beneficial to the national agencies. MR. GUNDERSHEIMER agreed with MR. GOLDHAMER. If it would strengthen the National Advisory Budgeting Service, the executives of 12 or 15 of the larger communities might get together with the Budget Research Committee and the national agencies and make a preliminary start with a budgeting review which would be of benefit to the national agencies.

MR. HOLLANDER said that the national agencies were fearful of this new step, as they had been previously toward the development of welfare funds. While it was true that some national agencies consulted with representative local leaders in formulating their goals, it was done without relation to other goals and potential community resources. This was a segmental and partial approach to the subject of budgeting. In his experience Jewish leaders are becoming more impartial and objective and it should be possible to find fair minded persons to serve on a national budgeting committee. There were objective persons serving on local budget committees and on the UJA Allotment Committee. As for a more gradual development, we have been on an experimental basis for three years and we should extend our work. He thought the time is approaching when the national agencies would need the support of such a national committee in developing their community support. He believed a policy of flexible budgets should be established. For example, if the UPA has an opportunity to extend its land purchases under favorable conditions, it requires additional funds whereas if the political or economic situation was negative such extension might be inadvisable. Or if the UNRRA entered some field of JDC activity a reduction in these projects would be warranted. It would be a sound procedure to increase funds as emergencies arise and to transfer funds from one to another organization as conditions change.

RABBI WISE asked whether the Budget Research Committee had taken into consideration the fact that the UJA agencies are subjected to careful scrutiny by the Allotment Committee. MR. BLAUSTEIN replied that the Allotment Committee does not budget or evaluate the agencies but merely decides on the distribution of surplus funds after the goals have been determined and programs put into effect. MR. LURIE suggested that with national budgeting it will be feasible to establish a minimum budget for the joint fund raising agencies such as the UJA, which would permit inter-agency distribution of funds. At the present time the establishment of local quotas is based upon haphazard planning without any uniformity, and communities receive requests for an amount from one agency which is four or five times as large as a request from another organization even if both agencies have approximately the same total national budget. A national budgeting plan would establish uniform percentages and local welfare funds would therefore have an objective basis for determining relative distribution.

MR. ROSENWALD stated he had been privileged to attend the meetings as a member of the Budget Research Committee and he thought there were no serious differences of opinion. Some of the agencies which have sprung up recently were duplicating work in their field. This might be the focus of national budgeting and there would not be any serious difference of opinion if it were attempted. The NRS has always assumed that national budgeting was sound procedure and the JDC, he believed, was in agreement. He mentioned the current studies and reports of Mr. Kuznets, director of the Council's Budget Research Department, and said that it was necessary to appreciate the difficulties under which we were working.

MR. MONTOR without commenting on the national budgeting proposal stated that some of the discussion had proceeded on the assumption that we are dealing with a fixed fund which the Jewish communities of America can give, that there is a saturation point and it was therefore necessary to divide this fixed fund equitably among the agencies needing support. This overlooks the fact that there is a willingness to give and a capacity to give and that it is possible to satisfy more fully the needs of local, national and overseas agencies. Recently there have been startling results in increased fund raising in communities which organized themselves effectively for this purpose. MR. MONTOR mentioned Providence, New Orleans, Rochester, Atlantic City and Los Angeles as examples of communities that have raised the ceiling of local giving. It is important to get at total requirements and to examine the possibilities for raising the funds needed. More can be secured by scientific methods of fund raising. He thought that what our Committee on Financing Welfare Programs and our Budget Research Committee should do was to study the total requirements of Jewish programs rather than how to distribute funds.

MR. GOLDSTEIN endorsed MR. MONTOR's statements. When he had said in the previous discussions that Rochester would probably not raise more money this year, it is not because more money was not potentially available. There is a lack of imagination in fund raising. We are all agreed that it would be admirable if all of the agencies could sit down with the Council and reach an agreement as to how the funds should be divided. He was not opposed in principle but we perhaps put too much emphasis on that kind of approach. There is a limit to how fast we can go even in local community organization. In the interest of harmony you sometimes proceed at a slower pace and yield on minor points in order to get a unified community. If we attempt national budgeting while some of the important agencies are opposed it will cause disruption. It would therefore be better to have a process of education and achieve general consent. Other problems are far more pressing.

Before adjourning MR. BLAUSTEIN expressed appreciation for suggestions made in course of discussion, and reported that the Budget Research Committee was not prepared as yet to make any recommendations but was simply advising the Board of the progress of its work.

National Community Relations Advisory Council

MR. DAVID SHER, president, outlined the developments of the NCRAC. Since its establishment the Jewish War Veterans and the Union of Hebrew Congregations and four additional local agencies have become members.

When the NCRAC was created, it was expressly provided that it would have no jurisdiction in fund raising or over the organizational structure and autonomy of each of the agencies, and would concern itself with the formulation of general policy. The Coordinating Committee for Jewish Agencies dealing with the problem of discrimination is being considered for incorporation in the NCRAC. Both organizations have agreed in principle on this transfer of responsibilities.

The NCRAC, however, is not a functional body. Its purpose is to bring about some measure of coordination and the elimination of duplication among the national and local defense units. Of more importance is the consideration of the efficacy of the defense work. The NCRAC has appointed a Committee on Clearance which has received detailed statements from the agencies on all of the projects in which they are engaged and these statements will be reviewed and analyzed. The agencies have agreed by resolution to submit all new projects to the NCRAC for review before they are initiated.

At the recent plenary session of the NCRAC a number of subjects were discussed dealing with policies which the defense agencies should follow in various phases of their work. One subject on which general conclusion was reached was to recommend a permanent Federal Fair Employment Practices Commission. The views of the NCRAC were transmitted to the House of Representatives Committee on Labor which was considering the question.

On the subject of injection of anti-Semitic issues into the political campaigns, the NCRAC sought the establishment of a local fair-elections committee in each community on a non-sectarian, non-partisan or bi-partisan basis. Some communities reported that bodies of this type had been established and others proceeded to help organize such committees.

Through the Conference of Jews and Christians they attempted to get a declaration from the Mayors condemning the injection of racial and religious bigotry into the campaign, and many Mayors issued such proclamations. Statements were obtained from the National Committees of the political parties, and an additional statement was made by a group of citizens who were leaders in both parties. Pamphlets containing these statements and declarations by the candidates were issued.

However, there had been flagrant abuses in some sections of the country and reports were being received from the local communities. Community leaders were invited to the meeting of the Executive Committee of the NCRAC to discuss these occurrences and after the facts were reviewed, it was decided that a committee be sent to the Chairman of the Republican National Committee which would include representatives of other religious groups in addition to Jews. A meeting was arranged with Mr. Brownell and the objectionable aspects of the Republican election campaign were presented. Mr. Brownell promised to stop this type of political propaganda and asked that his attention be called to any other examples which he promised to stop if and when discovered.

There are two aspects of the problem: (1) prevention of the injection of anti-Semitic material into campaigns; (2) the attempt to prevent such activities from creating a lasting impression on the public mind. MR. SHER believed that the first task had been approached in the most logical manner and that we must accept the fact that it has its limitations, especially with regard to local activities which have to be handled locally as well as nationally. The second problem is more difficult and will require continuing attention from the NCRAC.

At the last plenary session of the NCRAC it was learned that both the American Jewish Committee and the American Jewish Congress were embarking on ambitious research projects. A committee was appointed with instructions to canvass this problem to establish whether duplication existed and to bring about a merger of activities if that were feasible.

The NCRAC had tried to publicize its work as far as possible, recognizing that the communities are entitled to know what has been undertaken and what success has been achieved.

MR. GOLDSTEIN asked whether the NCRAC had given consideration to the efforts being made by the American Jewish Committee and the American Jewish Congress to build up local chapters and constituencies. MR. SHER replied that this was a matter of agency autonomy and that the purpose of the chapters was to enlist more individuals as members of the organizations. The chapters when organized will become members of the local community councils where these exist. MR. HOLLANDER spoke approvingly of MR. SHER and the confidence which he felt in his work. While he believed that some progress was being made, he thought that the separate autonomy of the national agencies was still a dominating factor in the NCRAC and that as yet no real central control in programming and planning had been instituted. He said that reports were coming in from communities that local chapters of national agencies were being set up to duplicate the work which is already being done by local community councils, and urged that no duplicating service be established locally by the national agencies.

MR. HOLLANDER stated that thus far none of the national agencies had shown a willingness to restrict their activities in relation to central national planning. It was too early, however, to express an opinion as to ultimate achievement and if there is any value in the NCRAC it would be largely due to the clearheadedness shown by MR. SHER as president.

MR. GOLDSTEIN did not see why there should be objection to the formation of local chapters which was the essential part of the work of the national organizations. MR. HOLSTEIN said that in Syracuse the question is being raised as to whether local chapters of national agencies should be permitted to secure funds from membership if at the same time they receive allocations from the local welfare fund. It was pointed out that other national agencies were also membership agencies and continued the practice of small membership fees in addition to securing welfare fund grants. Membership dues were usually limited to a maximum of \$5.00 per individual. There was a distinction between membership dues and fund raising for agency projects.

Nominating Committee

MR. GOLDHAMER reported that the Nominating Committee had completed its assignment. The Committee had persuaded MR. HOLLANDER to accept the nomination for President for another year since they felt that they did not want to make changes during the present war situation. MR. YOUNKER asked that he be replaced as Treasurer but the Committee has urged that he continue and that an attempt be made to find a successor during the year. The Nominating Committee has made replacements in the membership of the Board in those instances where the individual preferred not to continue and had asked to be relieved. The Nominating Committee has also prepared a slate of suggestions for the new vacancies on the Board which will be available if the proposed amendment to enlarge the Board is adopted. The Nominating Committee felt that the nominations give wide spread representation geographically and otherwise.

The report of the Nominating Committee is to be transmitted to the members of the Council as provided for in the By-Laws.

Amendment to By-Laws

The proposed Amendment to the Constitution enlarging the Board of Directors from 40 to 60 was read. It was suggested that in the event that the amendment was adopted the Board will have the authority to fill the vacancies for a one year term until the next General Assembly. Following discussion the Board voted to recommend the following amendment to the Assembly.

AMENDMENT TO ARTICLE IV OF THE BY-LAWS

Sec. 1. The Board of Directors shall consist of the sixty (60) persons who shall be chosen as follows:

- (a) The duly elected president of each of the eight (8) organized regions of the Council shall upon his election become a member of the Board of Directors of the Council to hold office during his term, and until the election of his successor;
- (b) The additional fifty-two (52) directors shall be classified into three classes, designated respectively Class A, Class B, each class to have seventeen (17) directors and Class C to have eighteen (18) directors. At each annual meeting of the General Assembly there shall be chosen by ballot directors of the class whose term of office expires at such meeting, to hold office until the annual meeting of the General Assembly to be held in the third year following the year in which they shall have been elected.

This replaces the present Article IV, Sec. 1, of the By-Laws:

"The said forty (40) directors shall be classified into three classes, designated respectively Class A, Class B, each class to have thirteen (13) directors and Class C to have fourteen (14) directors. At each annual meeting of the General Assembly there shall be chosen by ballot directors of the class whose term of office expires at such meeting, to hold office until the annual meeting of the General Assembly to be held in the third year following the year in which they shall have been elected."

The question of whether the Quorum of the Board needed to be increased with the enlargement of the Board membership was left to Mr. Riegelman for legal decision.

Edwin J. Schanfarber

The Board expressed deep sorrow at the death of Mr. Edwin J. Schanfarber, who was Vice President of the Council, and MOVED that the following resolution be included in the Minutes:

Mr. Edwin J. Schanfarber, a vice president of the Council of Jewish Federations and Welfare Funds, was an active and devoted worker for human betterment. He gave himself freely to movements and causes. A pioneer in Jewish communal organizations, he was associated with the Council in promoting effective local, regional and national organization, and was especially helpful in the development of the East Central Region. He was a member of the Board of Directors of the Council since 1937. He worked vigorously for national cooperation. His passing is a great loss to Jewish communal work.

Retirement Plan

MR. LURIE submitted the retirement plan for employees of social agencies which had been developed by the Community Chests and Councils. It would call for a five percent salary payment by employees plus a five percent payment by the Council. In addition the Council would be required for a number of years to pay an additional two percent of salaries for persons covered in order to build up additional credits for employees over the age of 35. Adoption of the plan would require agreement on the part of 75 percent of the permanent staff of the Council.

MR. HOLLANDER suggested that we approve participation in principle and include in our 1945 budget a sum necessary to cover the employer contribution that would be required if the Council joins.

MR. SOBELOFF stated that the Detroit Community Chest had decided to join this retirement plan and would probably pay the cost for employees as well as for employer. The War Chest also had voted to include Jewish agencies not in the Community Fund but in the War Chest, with the same pro-rata amount for this purpose.

MR. SHRODER stated that in the consideration being given by the Cincinnati Community Chest, it was decided not to include hospital employees because of the temporary nature of their employment and to postpone decision until it is determined whether the next Congress would extend the social security program to cover employees of philanthropic agencies.

MR. HOLSTEIN reported that the Community Chest in Syracuse had appointed a committee to study the plan.

MR. KUZNETS explained some of the details of the proposed retirement plan. On MOTION the Board approved inclusion of an item in the 1945 budget to cover the costs of the Council's joining the CCC retirement fund plan, leaving final decision for future Board action.

National Social Work Council

MR. LURIE presented a request from the NSWC, of which we are a member, for an increase in our membership contribution. The NSWC's budget has been increased from \$16,000 to \$23,000 and most of the member agencies are increasing their contributions. The suggested increase from our present contribution is from \$150 to \$200.

Upon MOTION and Seconded, the Board approved this action.

Report of the Staff included in the Board kit was read by MR. LURIE.

Upon MOTION and Seconded, the following four new agencies were approved and admitted to membership in the Council: Albany, N.Y. Jewish Welfare Fund; Augusta, Ga., Federation of Jewish Charities; Champaign-Urbana, Ill. Federation of Jewish Charities; Waterloo, Ia. Jewish Federation.

MR. LURIE reported that in spite of inconvenient railroad connections and distances, the West Central Regional Conference held in Sioux City had the largest and most representative attendance in its history. Program and discussions were of high quality.

Member agencies are finding the local budget analyses which were being prepared by Mr. Kuznets' department enlightening and informative. The studies show inconsistencies and a great lack of uniformity in local budget practice, especially for the smaller appeals.

MR. SHRODER asked that copies of these studies be sent to members of the Board. MR. HOLSTEIN mentioned that such an analysis had been prepared for Syracuse and that it had been of real help to their Budget Committee.

1945 General Assembly Program

MR. LIVINGSTON, Chairman of the Program Committee presented the proposed program. There was considerable discussion on the program and subjects under consideration by the Assembly Program Committee. Representatives of the national agencies suggested that more attention be given to national agencies programs in the regular sessions, rather than confining them largely to the usual Monday sessions arranged by the agencies themselves.

It was noted that national and overseas needs, local budgeting problems, post war planning, community relations, special services for returning veterans and other subjects were of current interest and that sessions on these subjects would probably be developed.

It would be appropriate this year to hold the General Assembly on the Eastern Seaboard. Atlantic City had been suggested but because of war time needs and damage caused by the recent storm, it was not considered feasible. Cincinnati is being considered. The matter of selection of place for the Assembly was left to the Assembly Program Committee.

Personnel

MR. LURIE brought up the subject of personnel needs in the field of Jewish community organization. Since the development of the Council the number of communities employing professional workers has grown and we estimate that at least 60 new communities that previously had no paid workers or employed professionals had reached the stage where they have employed or were seeking professional assistance. A Committee, of which MR. PEISER was chairman, is studying personnel needs in the field of Jewish social work. The Council in addition to its current personnel service for member agencies had a responsibility for the development of competent professional workers for the field of Jewish community organization.

Council Finances

MR. LURIE reported on the year's experience in Council finances. There has been on the whole a good response from the member agencies and more of our members are meeting the full schedule. There are some exceptions, including New York, Washington and a few small cities. Expenditures for the year were forecast at \$147,000, and income at \$141,000.

Committee on Interpretation and Participation

MR. COHEN read the report included in the Board kit. Two of the three cities selected had completed their studies.

MR. LURIE suggested that there was a growing recognition of the need for developing a close basis for association between the central community organization and the individual members of the community. Many communities are beginning to think more intensively of the need for a direct and formal basis of widespread participation in community work, other than only securing contributions to a central fund. MR. SHRODER brought up the problem of relationships in communities which have two central organizations such as a community council and federation.

Further development of these exploratory studies was left in the hands of the Committee.

Community Research Service

MR. LURIE suggested the need for expansion of our community research service. When the Council was merged with the Bureau of Jewish Social Research it took over the services being given to the functional fields which were limited in extent. There has been little development in that branch of service since, and the Council's energies have been directed largely to the extension of field service for local community organization, budget research studies, and problems of local financing. We are now being called upon increasingly for service and consultations on problems of homes for the aged, hospitals, etc. Where another national organization is active in a functional field such as the Jewish Welfare Board, Jewish Occupational Council, and the American Association for Jewish Education, we participated with them on the community organization phases of their respective fields. The other fields of functional service do not have a specialized national service agency, and there is a feeling that this lack should be supplied by the Council. With the attention being given to capital funds which can be successfully raised at this time, there is a further interest in studies, analyses, and surveys. At the present time the Council is equipped to do only a limited amount of survey work, and when we undertake a community survey such as the current one in Newark it freezes our personnel and prevents some of the regular activities in this branch of service.

Evaluation of the work in functional fields is needed as well as for standards and policies arrived at through national planning. MR. COHEN, MR. HOLLANDER, MR. SHRODER, MR. SOBELOFF and others agreed that there was a growing and developing need for community studies and research. The main problem is how to finance such additional Council service. Some part of the funds could be secured from the communities for whom special studies are undertaken, but an adequate service would require additional funds. MR. SHRODER suggested that this need might involve an increase in our membership dues schedule of one-third or more. The securing of additional contributions from member agencies would be difficult. It was doubtful whether outside support such as grants from foundations would be available. One suggestion was that the development might be undertaken for one of the functional fields rather than for several of them at the start. MR. HOLSTEIN believed that there is increasing appreciation by the communities of the need for service and he felt that our members would be willing to make a moderate increase in the schedule for this purpose. The instance of the JWB in increasing its national

service budget of community centers by 50 percent in 1945 was cited.

It was suggested that the need for additional community research service be given further attention by the Board.

The meeting was then adjourned.

H.L. LURIE
Executive Director



New England Region

COUNCIL OF JEWISH FEDERATIONS AND WELFARE FUNDS

165 West 46 Street • New York 19, N. Y.

ROBERT FITTERMAN, FIELD REPRESENTATIVE

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Field Service Director
Philip Bernstein

November 15, 1944

Rabbi Abba Hillel Silver, National Chairman
United Palestine Appeal
Ansel Road and East 105 Street
Cleveland, Ohio

Dear Rabbi Silver:

I am transmitting herewith a resolution adopted by representatives of seventeen cities, who attended the New England States Region's Executive Conference of the Council of Jewish Federations and Welfare Funds, at New Haven, Connecticut, November 11-12, 1944:

"BE IT RESOLVED that this Conference express the deep concern of the communities in New England with the growing number of appeals from new agencies entering the field of overseas service and urges -

"1. THAT wherever possible new needs be met by existing agencies.

"2. THAT before a new organization is created, an attempt be made by existing organizations to meet that need.

"3. THAT if a new agency is needed its work should be coordinated with any existing agencies in the same field.

"4. THAT the essential agencies operating overseas coordinate their services and fund-raising.

"5. THAT this coordination be reflected locally in a single campaign for all agencies justifying community support."

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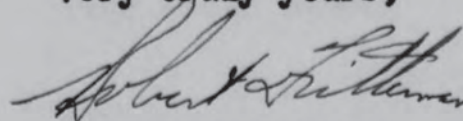
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Very truly yours,



ROBERT FITTERMAN
Field Representative

RF:RMK

cc: Mr. Henry Montor

COUNCIL OF JEWISH FEDERATIONS AND WELFARE FUNDS, INC.

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National Office: 165 West 46 Street, New York 19, N. Y.

November 20, 1944

Rabbi Abba H. Silver
c/o The Temple
E. 105 Street at Ansel Rd.
Cleveland, Ohio

Dear Rabbi Silver:

The enclosed report was presented by me to the recent meeting of the Board of Directors of the Council. I'd very much like your reactions and further suggestions. We are planning to have additional contacts with some of the leaders of the national and overseas agencies to discuss possible methods for improved budgeting procedures on a national basis. We have not yet initiated an inquiry among our member agencies and are awaiting the results of our further conversations with the national agencies before doing so.

With kindest regards, I am

Sincerely yours,

JACOB BLAUSTEIN, Chairman
Budget Research Committee

JB:fh
enclosure

MEETING OF BUDGET RESEARCH COMMITTEE
WITH WELFARE FUND LEADERS ON THE SUBJECT OF NATIONAL BUDGETING
December 9, 1944 10:30 A.M. - 3 P.M.
New York City

Present

Budget Research Committee

Jacob Blaustein, Chairman, Presiding
William Rosenwald
Ira M. Younker
Sidney Hollander
William J. Shroder

Staff

H. L. Lurie
Solomon Kuznets
Robert Fitterman
Rae Karp

Welfare Fund Leaders

Irvin Bettmann, St. Louis
Samuel Blitz, New York
Sidney S. Cohen, Boston
George W. Farber, Worcester
John M. Frank, Chicago
Samuel Goldhamer, Cleveland
Jacob Gross, Worcester

Milton E. Gundersheimer, Baltimore
Alexander E. Holstein, Syracuse
Arthur M. Lowenthal, Rochester
Isidore Sobeloff, Detroit
Max Stern, Syracuse
Leon Sunstein, Philadelphia
Maurice Taylor, Pittsburgh

INTRODUCTION

Mr. Blaustein introduced the discussion with a brief review of developments to date and posed the following questions on which he invited community opinion. These questions are raised in preparation for the drafting of recommendations to be submitted to the G.A.

1. How much concern is there in the local communities about the establishment of separate goals by each individual national and overseas agency on its own initiative, without consultation with each other or with a national committee representing the communities?
2. Is there a lack of uniformity in the setting of local quotas by the various national and overseas agencies which complicate the problems of communities in setting their campaign goals and making allotments?
3. Are the reports prepared by the Council and the other services rendered sufficient to help local budget committees with their problems of fund distribution? What are its lacks and how could these services be improved within the present framework?

4. Assuming that a considerable number of the major national and overseas agencies would accept a national advisory budgetary procedure, would the resulting national budgeting be useful to local community fund raising and fund distribution? Do the communities have to have this in order to make intelligent allotments? Do you want to participate in the determination of what the budgets of these national agencies ought to be, provided a considerable number of the national and overseas agencies agree to it? If that is done, then how much attention should be given beyond that to individual community quotas?
5. In the event that there is still some opposition on the part of a few of the national and overseas agencies, what would be your attitude toward a development of the national advisory budgeting process by the Council?

In connection with these questions, the following definition of national budgeting was given:

National budgeting is a review by a national committee, selected by the Council or the member welfare fund agencies of the Council, based upon objective and thorough studies of agency budgets. The national and overseas agencies would in the first instance, as heretofore, determine what their budgets should be. The National Budget Committee would then review same and, together with the national and overseas agencies, would attempt to arrive at joint decisions on minimum amounts required for specific programs. These would be recommended - advisory only - to the welfare funds as the minimum goals for fund raising and fund distribution. It is assumed that the Committee appointed for this task would be acceptable both to the member agencies and to the national and overseas agencies as an impartial and objective group concerned primarily with reaching equitable decisions which would be helpful to fund raising and to budget processes.

DISCUSSION

In the discussion which developed, it became apparent that subject to certain exceptions stated below everyone present was in favor of the extension of the national budgeting process as being of great value to local budgeting. In this connection, it was asserted repeatedly that local budgeting for national and overseas causes is done at present in a very unsatisfactory fashion, because the communities are forced to act in the absence of adequate information and because there is a marked differentiation among the appeals, in that some have the emotional loyalties of local groups and others operate without such local support.

Differences of opinion developed, however, on several of the important procedures involved in national budgeting.

1. There was some question whether the budget review board should participate with the organizations in determining minimum budgets in advance of the establishment of the budget by the organization itself. Mr. Goldhamer (Cleveland), Mr. Taylor (Pittsburgh), and Mr. Shroder (Cincinnati) felt strongly that such participation in advance would be unwise. The question was clarified by pointing out that the determination of minimum budgets is to be done as a result of a review of the tentative budget as submitted by the organization but prior to its public announcement; and in any event, whatever budgets are established, advice would be given to the communities with respect to them. With this clarification, there was general agreement on the procedures of budget determination and review.

2. Considerable time was spent in discussing the eventuality of opposition by a few important national organizations. While most communities represented felt very strongly that national budgeting must proceed regardless of such opposition (Baltimore, Worcester, Syracuse, Boston among others), Mr. Lowenthal of Rochester expressed the opinion that in such an event national budgeting should stop short of participation in the setting of budgets. Mr. Sunstein of Philadelphia suggested that Palestine agencies as involving problems of ideology might be exempted from budget setting, but it was pointed out that certain questions of ideology occur with respect to the work of other agencies as well.

As part of this discussion, two additional aspects of national budgeting were reviewed. One of them is that at the outset budget review concentrate on the newer appeals and handle the standard appeals at a later date when budgeting has become more thoroughly established and the adequacy of staff resources has been enhanced. Some of the communities felt that this might be helpful, but it was also pointed out that new appeals account for but a minor proportion of the funds subject to distribution and that a thorough consideration of the new appeals must involve a review of the programs, operations and costs of related standard agencies. Mr. Rosenwald made a repeated plea that the major organizations should not be requested to

accept national budgeting in the first stages of its operation since the major organizations will not be affected by it until after some time had passed. Most of the speakers felt that regardless of practical operation, major agencies must accept national budget review in principle.

Another aspect of national budgeting discussed was the suggestion made by Mr. Sobeloff (Detroit) and supported by Mr. Taylor (Pittsburgh) and Mr. Goldhamer (Cleveland) that the large communities which furnish most of the funds organize a committee of their own to which all Jewish appeals would be required to submit their budgets for analysis and review. This suggestion was made because of the ineffectiveness of the Council's efforts in the past to get the major organizations to agree to a national budgetary review. In the discussion it developed that the large communities would be anxious to use the technical assistance of the Council, nor would they be at all averse to have a representation on the committee from the medium size and small communities. When viewed in this light the suggestion propounded by the large cities amounted to putting forward a specific piece of machinery for doing national budgeting and had no bearing on the aims and substance of national budgeting. In this discussion representatives of certain other communities (Baltimore, Syracuse, Worcester) expressed their belief that the Council could speak on behalf of all its members, regardless of size, at least as forcefully as the large cities. Toward the end of the discussion Mr. Lurie pointed out that the principal question is not the prestige of the Council nor the control of purse-strings by the communities, but whether a national review committee can be set up which would be trusted by the organizations appealing for funds and considered by them as representative of the local constituencies as the local budget committees with which they continually deal.

3. There was relatively little discussion of the question whether national budgeting should be extended to cover community quotas. Whatever opinion was expressed was more or less in passing. Some communities felt that it would be well to go that far, while others were more explicit in maintaining that they wish to limit budgeting to participation in the determination of and advice to national figures.

RESOLUTION

Before closing, the chair suggested that the consensus of opinion could perhaps be summarized as follows:

"It is necessary to extend the national advisory budgeting process to include decisions as to the amount of minimum budget for each organization participating in the welfare fund, with the concurrence of the organizations themselves if possible, and to advise the member agencies accordingly."

There was some questioning of the clause about the concurrence of organizations. Mr. Blaustein pointed out that it was inserted deliberately as he understood the consensus of those present was that national budgeting should proceed regardless of opposition. In this there seemed to be support by most of the individuals present. Mr. Hollander suggested the omission of this clause and insertion "through consultation with the organizations." Mr. Lowenthal restated his position about not going too far in the event of opposition, and proposed an alternative statement as follows:

"Studies of the National Budgetary Service of the Council be extended to embrace opinion of:

1. the adequacy of services rendered by the organization under report;
2. the appropriate cost of such services; and
3. the overlapping of programs."

The chair suggested that in view of the lateness of the hour, Mr. Hollander's and Mr. Lowenthal's proposals be taken under advisement by the Budget Research Committee.

A question was raised about clearing the statement with member agencies not represented at the meeting. Mr. Blaustein felt that such nationwide clearance may create unnecessary dissension before more positive proposals have been crystallized. The question of clearance with other member agencies of the Council will be taken under consideration by the Budget Research Committee.

January 12, 1945

1944

BUDGETING BULLETIN

For Member Agencies

No.

B - 33

DECEMBER 5, 1944

NATIONAL AND OVERSEAS ALLOCATIONS BY WELFARE FUNDS 1943-44

The table in this bulletin presents some partial results from a compilation of welfare fund budgets prepared annually by the CJFWF. The material summarizes allotments made to national and overseas organizations by 145 welfare funds, which reported to the Council their budgets for fiscal years ended between July 1943 and June 1944. Apart from making certain results available to the member agencies, in advance of publication of the complete study, this table may be useful as furnishing objective data for overseas and national agency quotas by individual communities. The table shows for each of the welfare funds what proportion of the total was allocated to the United Jewish Appeal, other overseas organizations, and organizations with a national program. The total shown, described as "total budgeted" and explained below, approximates in most instances total campaign pledges.

Explanation of Items in the Table

Cities and agencies included - Figures for 145 welfare funds, which are member agencies of the Council and which reported their budgets for 1943-44 to the CJFWF are included. In cities where there are two joint fund-raising organizations - one of the federation type concerned mainly, if not entirely, with organizations operating local or regional programs, and the other concerned with the support of overseas and national programs - only the latter was included in the table; federations as such were omitted because the interest of the table is centered upon national and overseas allocations. Because of the differences from the U.S. in the allocation practices of Canadian welfare funds, due to such factors as the limitation of the United Jewish Appeal to the territory of the U.S. and the independent campaigning in Canada by most of the Palestinian agencies, reports received from Canadian member agencies are excluded from the table.

Data for a number of welfare funds - including a few large cities - were not available, but the cities included account for about four-fifths of the total allocations. A rough measure of coverage can be had by comparing the aggregate of

COUNCIL OF JEWISH FEDERATIONS AND WELFARE FUNDS
NATIONAL OFFICE: 165 WEST 46th STREET • NEW YORK 19, N. Y.

UJA allocations listed in the table to the total UJA pledges for 1943, excluding the United Jewish Appeal of Greater New York. The 1943 campaign pledges of the UJA, excluding New York, amount to approximately \$11,100,000. The UJA allocations shown in the table aggregate \$9,334,693, or about 84 percent of the national total. For organizations other than the UJA, the table shows total allocations of \$2,765,541, while welfare fund allocations for 1943 as reported by the overseas and national organizations themselves total \$3,539,904. For the non-UJA beneficiaries of welfare funds the table therefore accounts for 78 percent of the overall total. Some of the discrepancy between the UJA and non-UJA measures of coverage is due to the exclusion from the table of Canadian welfare funds. On the basis of these calculations it is estimated conservatively that, as measured by the amounts allocated, the data in the table are approximately 20 percent short of complete coverage.

Period covered - The end of the fiscal year to which the figures relate is indicated in the second column of the table, showing in most instances the terminal month of the twelve-month period constituting the fiscal year. In some cases, where the precise calendar limits of the fiscal period were not reported, the notation is less specific, such as 1943, 42-43 or 43-44. It is believed that, with a few exceptions, the fiscal years are those ended between July 1943 and June 1944.

A deliberate attempt has been made to present in this table allocations made in consideration of the 1943 needs of the several overseas and national organizations. For this reason Boston, Dallas, Los Angeles and Memphis data were included for fiscal years ended after June 1944: the allocations by these member agencies for the last completed fiscal year are believed to be in response to applications by national and overseas organizations for 1943. Note that the funds whose distribution is shown in the table were obtained from campaigns in the Fall of 1942 or at some time in 1943.

Total budgeted - Except for Boston, the total budgeted includes more than the sum of the allocations shown in the table. In addition to these, the total budgeted includes allocations made to organizations with local or regional programs, amounts allocated for capital needs, amounts set aside as reserve or contingency funds (or such part of them for which the distribution was not reported), amounts expended for fund raising and administration (including membership dues to the CJFVF), and finally the allowance for loss on the realization of pledges (shrinkage). In other words, total budgeted should in most instances be the same figure as total campaign pledges. No such equivalence is possible of course in those cities where the Jewish welfare fund has effected a joinder with the non-sectarian community war chest, or where the funds distributed by the welfare fund include appropriations from community chests for local Jewish agencies. Apart from these instances, differences between total budgeted and campaign pledges may occur because in current budgeting the welfare fund may supplement current collections with reserves set aside in previous years.

Other overseas organizations - It is probably superfluous to list at this point the organizations classified as overseas. Among the better known agencies they include the American Friends of the Hebrew University, the American Fund for Palestinian Institutions, the American Jewish Conference, the American Ort Federation, the Federated Council of Palestine Institutions, the Hadassah (including Youth Aliyah), the Hias, the Jewish Telegraphic Agency, the National Council of Jewish Women (service to foreign born), the National Labor Committee for Palestine, the Vaad Haatzala and the Vaad Leumi. Included in the overseas category are also a number of non-sectarian organizations such as the Graduate Faculty of Political and Social Science (University in Exile) and the American Friends Service Committee.

National organizations - A list, even limited to the better known organizations which operate a national program in the U.S. and are supported by welfare funds, would be too long for inclusion here. Nor is this particularly necessary for purposes of identification. It should be noted, however, that institutions with a regional service program such as Bellefaire in Cleveland, are not classified with national organizations. Just as in the overseas category a number of non-sectarian organizations are included in the national classifications, particularly in the civic-protective field; the most prominent of them is the National Conference of Christians and Jews.

Allocations by Fields

The value of the table lies in the data it presents for individual welfare funds rather than in any totals which may be obtained from it. Nevertheless the totals are set down below for reference purposes:

Total budgeted	<u>\$16,699,890</u>
Allocations to:	
United Jewish Appeal	9,334,693
other overseas	1,200,599
national	<u>1,555,942</u>
Total	\$12,091,234

The difference between the total budgeted and the total allocations to overseas and national programs, which amounts to \$4,608,656, is accounted for by allocations to local and regional programs and by other budgeted items listed in the preceding section. Allocations to local and regional programs by the 145 welfare funds included in the table total \$2,832,160. Note that even for these 145 communities this amount is incomplete, because in a number of these cities local programs are financed from philanthropic sources other than welfare funds such as Jewish federations and non-sectarian community chests.

In regard to the overseas and national allocations it should be noted that 77.2 percent of the total is allocated to the United Jewish Appeal. Despite the incompleteness of the listings in the table, this is probably the most reliable measurement of the UJA proportion.

When the UJA grants are excluded from the total, the distribution of the balance between the two groups is as follows: overseas (excluding UJA) - 43.4 percent, national - 56.6 percent. Even though this relationship is based on incomplete totals, it does not differ substantially from the calculations based on more complete figures reported by the overseas and national organizations themselves for 1943. The relationship derived from these reports is: overseas (excluding UJA) - 43.8 percent, national - 56.2 percent.

The above percentages for the UJA and other groups are nothing but averages, less important in connection with this table than the figures for the individual communities and the percentages which may be calculated from them. The proportions for individual communities vary substantially. For example, the average for the UJA, which was calculated above at 77.2 percent, appears to be but a midpoint for a very wide range which goes as low as 54 percent (Austin) and as high as 90 percent (Harrisburg). Similarly, while on the average the allocations to national organizations aggregate about 30 percent more than the allocations to overseas

organizations other than the UJA, there are communities which make very small grants to national programs so that the overseas grants (excluding UJA) are 12 times greater than the national, and on the other hand there will be found welfare funds with national grants aggregating two and three times as much as allocations to non-UJA overseas organizations.

In connection with the above relationships as with reference to all the data in the table, a final word of caution should be added. The figures are limited to the joint communal fund raising agencies which may be described by the generic term welfare fund. They may or may not be representative of the total giving in the community for national and overseas Jewish causes. Some welfare funds are quite inclusive and there are few, if any, independent collections operated in their communities. Other welfare funds are more limited in scope, and independent solicitation may be carried on in their communities by a variety of organizations, not included in the welfare fund or included only on a supplementary or token basis.



ALLOCATIONS BY WELFARE FUNDS TO THE UNITED JEWISH APPEAL,
OTHER OVERSEAS ORGANIZATIONS AND NATIONAL ORGANIZATIONS, 1943-44
(For explanation of terms see text preceding table)

CITY AND INITIALS OF MEMBER AGENCY	FOR YEAR ENDED	TOTAL BUDGETED	ALLOCATED TO		
			UNITED JEWISH APPEAL	OTHER OVERSEAS ORGANIZA- TIONS	NATIONAL ORGANIZA- TION
Akron JWF	5-44	\$ 127,335	\$ 50,000	\$ 14,675	\$ 15,135
Albany UJA	5-44	60,400	50,000	1,350	300
Albuquerque FJC	12-43	10,958	7,400	1,113	1,285
Alexandria JWF	42-43	14,320	7,500	2,250	2,245
Allentown UJC	5-44	60,607	37,500	4,920	6,090
Appleton UJC	6-44	7,315	4,555 ^a	825	1,489
Atlanta JWF	4-44	158,792	80,000	26,125	19,620
Atlantic City FJC	12-43	68,050	30,000	1,500	2,100
Austin JF	3-44	11,719	5,000	1,825	2,358
Baltimore JWF	6-44	432,500	270,000	59,450	56,300
Bangor JWF	12-43	32,416	16,075	2,236	1,749
Bay City JWF	1943	10,248	6,000	910	1,985
Benton Harbor JCC	43-44	9,000	6,075 ^a	625	1,225
Binghamton UJA	4-44	25,300	19,625	1,525	1,600
Birmingham UJF	12-43	68,730	40,000	12,000	5,971
Boston UJC	9-44	764,770*	625,000	52,000	85,250
Bridgeport JCC	4-44	72,675	37,000	7,585	5,765
Brockton UJA	4-44	20,950	16,250	1,550	2,490
Buffalo UJF	12-43	120,000	96,000	7,800	9,200
Butler JWF	1943	12,525	9,500	510	580
Camden FJC	9-43	63,369	17,800	6,450	2,899
Canton JWF	4-44	70,585	34,000	7,650	6,020
Charleston, W.Va. FJC	1943	40,552	32,000	1,825	3,960
Chattanooga JWF	5-44	41,585	26,000	950	4,150
Chicago JWF	12-43	1,154,315	950,000	84,500	77,500
Cincinnati JWF	12-43	362,500	175,000	31,310	43,300
Cleveland JWFund	2-44	907,941	500,000	48,085	68,600
Columbus, Ga.	1943	14,420	10,000	840	2,645
Columbus, O. UJF	1943	190,000	100,000	12,950	38,400
Corpus Christi JWF	1943	23,725	14,000	2,785	3,462
Corsicana JF	1943	3,736	2,000	450	820
Cumberland UJA	8-43	11,957	10,800	210	840
Dallas JWF	10-44	134,614	85,000	12,050	25,233
Dayton UJC	1943	75,613	39,000	3,600	13,315
Des Moines JWF	1-44	96,781	41,666 ^a	6,327	7,383
Detroit JWF	5-44	1,148,366	500,000	28,200	57,350
Duluth JWF	6-44	73,103	36,000	9,415	4,855
Easton JCC	43-44	20,730	10,850	1,325	1,405
Elgin JFO	4-44	11,500	6,900	860	2,370
Elizabeth JC	6-44	50,600	41,000	2,550	4,600

ALLOCATIONS BY WELFARE FUNDS TO THE UNITED JEWISH APPEAL (continued)

CITY AND INITIALS OF MEMBER AGENCY	FOR YEAR ENDED	TOTAL BUDGETED	ALLOCATED TO		
			UNITED JEWISH APPEAL	OTHER OVERSEAS ORGANIZA- TIONS	NATIONAL ORGANI- ZATION
Erie JTF	5-44	\$ 28,737	\$ 22,425	\$ 900	\$ 2,060
Evansville JCC	10-44	36,305	25,000	1,555	4,600
Fall River UJA	42-43	44,673	32,000	4,850	4,800
Fargo WJF	43-44	12,035	4,500	425	1,330
Fitchburg-Leominster JCC	43-44	32,896	23,000 ^a	3,345	2,710
Flint JCC	1943	20,748	10,463	2,975	2,760
Fort Wayne JF	5-44	64,001	38,500 ^a	5,750	6,400
Fort Worth JF	5-44	43,165	25,000	6,250	500
Galveston UJWF	1943	26,334	17,000	3,925	2,744
Gary JTF	9-43	32,298	20,000	3,911	3,315
Hammond UJA	12-43	18,250	10,600	2,100	3,000
Harrisburg UJC	3-44	111,216	50,000	2,150	3,175
Hartford JTF	2-44	273,426	200,000	14,000	17,170
Helena FJC	12-43	4,050	3,075	230	554
Hibbing FJC	8-43	4,595	2,600 ^a	700	570
Houston JCC	12-43	111,779	31,750	11,864	10,508
Huntington FJC	9-43	29,353	20,000	1,310	2,555
Illinois, JF of So. Ill.	2-44	94,599	54,300 ^a	5,625	6,750
Indianapolis JTF	12-43	142,926	80,000	16,600	19,150
Jacksonville JCC	1-44	72,542	33,500	7,485	9,325
Jersey City UJA	1943	40,250	30,000	2,850	7,250
Johnstown UJA	42-43	43,149	25,500 ^a	6,665	4,685
Joplin JTF	12-43	6,490	4,000	310	1,425
Kansas City JTF	43-44	292,860	110,000	25,225	26,100
Kenosha JTF	10-43	9,515	6,750	715	1,260
Knoxville JTF	4-44	12,008	5,968	1,575	1,146
Lafayette FJC	2-44	20,000	12,050 ^a	1,915	4,695
Lansing FJC	42-43	10,659	4,700	475	1,100
Lincoln JTF	6-44	20,760	13,500	1,805	3,355
Little Rock FJC	12-43	32,139	18,000	1,700	3,694
Los Angeles JCC	8-44	1,202,994	600,000	34,500	90,900
Louisville CJO	12-43	148,426	83,000	15,875	12,827
Lynn UJA	12-43	51,323	27,500	2,650	1,000
McKeesport UJF	7-43	13,735	8,000	1,970	1,455
Memphis JTF	8-44	127,275	75,000	9,900	16,775
Miami GMJF	3-44	135,877	50,000	13,135	9,810
Milwaukee JTF	43-44	349,019	175,000	37,225	26,200
Minneapolis FJS	12-43	212,235	110,000	8,600	21,000
Montgomery JF	1943	31,415	18,000	2,345	5,548
Muskegon UJC	42-43	5,055	3,015	425	1,110

ALLOCATIONS BY WELFARE FUNDS TO THE UNITED JEWISH APPEAL (continued)

CITY AND INITIALS OF MEMBER AGENCY	FOR YEAR ENDED	TOTAL BUDGETED	UNITED JEWISH APPEAL	ALLOCATED TO	
				OTHER OVERSEAS ORGANIZA- TIONS	NATIONAL ORGANI- ZATION
Nashville JTFund	4-44	\$ 77,792	\$ 49,000	\$ 10,075	\$ 5,018
New Bedford UJA	1943	30,762	25,300	2,450	2,190
New Haven JTF	1943	140,995	90,000	15,400	9,300
New Orleans JTF	12-43	138,000	85,000	12,312	18,900
Newark ECCJA	1943	497,014	284,000	35,000	47,175
Niagara Falls JF	6-44	19,695	10,000	1,870	2,850
Oakland UJWF	5-44	73,470	30,000	5,975	10,700
Oklahoma City JCC	4-44	53,480	29,000	4,300	7,367
Omaha JP	43-44	134,000	52,000	12,175	16,850
Passaic JCC	12-43	63,274	30,000	2,450	3,700
Paterson UJA	1943	104,904	75,000	2,200	9,200
Pensacola FJC	12-43	9,700	6,000	1,325	1,575
Peoria JCC	4-44	52,140	29,875	3,710	7,405
Petersburg UJWF	1943	7,430	5,000	775	1,100
Phoenix JCC	1-44	13,075	7,000	900	2,460
Pittsburgh UJF	4-44	598,800	300,000	40,000	48,300
Pontiac FJC	3-44	17,154	9,500	1,550	2,725
Portland, Me. JF	1943	49,414	27,000	7,265	2,950
Portland, Ore. JWF	3-44	100,000	65,000	7,900	8,950
Pottsville UJCA	42-43	11,030	6,210	775	1,464
Reading UJC	1943	42,500	27,500	2,200	3,260
Richmond JCC	5-44	96,520	50,000	7,950	14,590
Riverside UJA	1943	3,648	2,100	115	930
Rochester UJWF	12-43	165,137	104,000	12,650	8,150
Saginaw JWF	12-43	8,209	4,000	735	1,455
St. Joseph FJC	1943	23,350	10,500	2,600	3,275
St. Louis JTF	4-44	432,551	270,000	34,469	43,780
St. Paul UJF	4-44	129,690	67,500	7,850	9,865
Salt Lake City JWF	4-44	42,500	25,000	2,775	5,800
San Antonio JSSF	12-43	81,783	45,000	2,665	9,957
San Diego UJF	1-44	52,620	25,000	4,520	5,025
San Francisco JWF	43-44	493,900	300,000	29,350	68,250
San Jose JF	5-44	10,000	6,500	650	1,650
Santa Ana JWF	1943	2,893	1,800	140	625
Savannah UJA	4-44	43,500	28,000	1,950	2,800
Schenectady JCC	42-43	25,470	17,500	3,000	1,770
Scranton UJC	5-44	67,543	36,000	3,700	7,251
Seattle FJF	12-43	114,350	60,150	11,075	24,025
Selma JTF	1943	7,849	5,250	467	1,382
Sheboygan FJC	12-43	5,511	3,100	775	670

ALLOCATIONS BY WELFARE FUNDS TO THE UNITED JEWISH APPEAL (continued)

CITY AND INITIALS OF MEMBER AGENCY	FOR YEAR ENDED	TOTAL BUDGETED	UNITED JEWISH APPEAL	ALLOCATED TO	
				OTHER OVERSEAS ORGANIZA- TIONS	NATIONAL ORGANI- ZATION
Shreveport JF	12-43	\$ 49,965	\$ 30,050	\$ 5,325	\$ 5,720
Sioux City JF	12-43	46,181	18,750 ^a	4,200	4,020
Sioux Falls JTF	12-43	5,725	2,500	275	950
Springfield, Ill. JF	4-44	38,142	20,500	4,080	4,850
Springfield, Mass. JTF	4-44	54,406	33,500	7,035	5,780
Syracuse JTF	1943	110,000	65,000	10,955	7,660
Tacoma FJF	4-44	7,315	4,000	660	1,965
Terre Haute JF	1943	24,834	16,750 ^a	2,750	3,800
Toledo UJF	10-43	120,225	70,000	8,375	11,750
Trenton JF	2-44	97,476	35,000	6,101	6,875
Troy UHC	1943	20,398	12,000	1,173	5,067
Tulsa JCC	10-43	55,675	24,100	6,685	7,100
Tuscaloosa FJC	10-43	6,635	3,000	650	1,470
Uniontown UJF	11-43	13,009	7,500	1,463	1,940
Utica JCC	1943	35,770	20,000	2,925	2,075
Vicksburg JTF	9-43	6,780	4,200	465	1,070
Warren JF	12-43	14,875	7,040 ^a	1,210	1,435
Washington UJA	1943	256,950	166,804	40,209	11,500
Waterbury JFA	2-44	32,699	20,800	6,450	4,315
Wheeling JCC	1943	15,010	10,000	600	2,035
Wilkes Barre WJJC	1943	106,177	57,500	13,847	12,885
Wilmington JF	42-43	80,570	35,000	4,240	4,135
Worcester JTF	2-44	108,584	60,000	21,790	6,505
York UJA	1943	15,748	10,500	1,115	1,655
Youngstown JF	12-43	125,418	50,000	5,850	12,055

* - The total budgeted represents the sum of the allocations listed in the table.

a - Includes, in addition to regular UJA allocations, relatively small allocations to Jewish National Fund, which under the UJA agreement constitute income of the UJA.

December 28, 1944

FROM: Elias Mayer, Secretary

TO: Member Agencies of the Council of Jewish Federations and Welfare Funds

NOTICE OF ANNUAL MEETING
OF THE
COUNCIL OF JEWISH FEDERATIONS AND WELFARE FUNDS

REPORT OF NOMINATING COMMITTEE
AND
PROPOSED AMENDMENT TO THE BY-LAWS

Notice is hereby given of the annual meeting of the Assembly of the Council of Jewish Federations and Welfare Funds to be held February 9-12, 1945 at the Netherland Plaza Hotel, Cincinnati, Ohio. The annual election of officers and of members of the Board of Directors to fill vacancies will be held at the meeting on February 11, at 12:30 P.M.

* * *

Report of the Nominating Committee
for Directors and Officers for the C.J.F. & W.F.
With Slate of Nominees being Submitted for Election
at the Annual Assembly

The Committee appointed to present this slate of candidates consisted of:

Alexander E. Arnstein, New York	Albert H. Lieberman, Philadelphia
Sol Brachman, Fort Worth	Stanley C. Myers, Miami
Isadore H. Hermann, Camden	George W. Rabinoff, Chicago
Alexander E. Holstein, Syracuse	Dr. Harold G. Trimble, Oakland
Judge Jacob J. Kaplan, Boston	Samuel Goldhamer, Cleveland - CHAIRMAN

A. NOMINATIONS FOR OFFICERS TO SERVE UNTIL 1946 GENERAL ASSEMBLY

President:	Sidney Hollander, Baltimore
Vice Presidents:	Stanley C. Myers, Miami William Rosenwald, Greenwich Samuel S. Schneierson, New York David M. Watchmaker, Boston
Secretary:	Elias Mayer, Chicago
Treasurer:	Ira M. Younker, New York

B. FOR MEMBERS OF BOARD OF DIRECTORS FOR THREE-YEAR TERM:

Joseph M. Berne, Cleveland	Max Livingston, New Haven
Jacob Blaustein, Baltimore	James Marshall, New York
Charles Brown, Los Angeles	Henry Monsky, Omaha
Major B. Einstein, St. Louis	Kurt Peiser, Philadelphia
Harry Epstein, Pittsburgh	Ben Sadowski, Toronto
Joseph Goldstein, Rochester	David M. Watchmaker, Boston
Walter A. Haas, San Francisco	Rabbi Jonah B. Wise, New York

For Member of Board of Directors for One-Year Term
to fill vacancy of Edwin J. Schanfarber - deceased:

Walton L. Strauss, Erie

The following members of the Board of Directors remain in office:

For Terms Expiring in 1946

Isaac S. Heller, New Orleans
Maurice B. Hexter, New York
Elias Mayer, Chicago
George Z. Medalie, New York
George W. Rabinoff, Chicago
William Rosenwald, Greenwich
William J. Shroder, Cincinnati
Rabbi A.H. Silver, Cleveland
James L. White, Salt Lake City
Joseph Willen, New York
Henry Wineman, Detroit
Ira M. Younker, New York

For Terms Expiring in 1947

Max H. Block, Seattle
Mrs. Sidney C. Borg, New York
Milton P. Firestone, St. Paul
Samuel Goldhamer, Cleveland
Walter S. Hilborn, Los Angeles
Sidney Hollander, Baltimore
Leslie L. Jacobs, Dallas
Albert H. Lieberman, Philadelphia
Stanley C. Myers, Miami
Charles J. Rosenbloom, Pittsburgh
Samuel S. Schneierson, New York
Ben M. Selekman, Boston
Isidore Sobeloff, Detroit

David M. Heyman, New York (Honorary)

PROVISION FOR INDEPENDENT NOMINATIONS

The By-Laws of the Council make provision for the independent nominations of candidates at the annual meeting, as follows:

ARTICLE VI. Sec. 5

The Board of Directors shall annually appoint not less than five (5) persons to constitute a Nominating Committee. It shall be the duty of such Committee to nominate a list of candidates to be voted upon at the annual meeting of the General Assembly for the offices of directors and officers of the Corporation (who are to be chosen by the members). The nominations made by this Committee shall be filed with the Secretary of the Corporation no later than forty (40) days preceding the date of each annual meeting. The list of candidates so nominated by the Nominating Committee shall be sent by the Secretary to the members, together with notice of the annual meeting. Independent nominations of candidates for election at the annual meeting may also be made by letter signed by ten (10) member organizations provided the same is delivered to the Secretary of the Corporation no later than the fifteenth day preceding the meeting. Upon receipt of any such independent nominations, the Secretary shall forthwith give notice thereof by mail to all members.

* * *

AMENDMENT TO ARTICLE IV OF THE BY-LAWS

The Board of Directors proposes that Article IV, Sec. 1 of the By-Laws of the Council be amended as follows:

Sec. 1. The Board of Directors shall consist of the sixty (60) persons who shall be chosen as follows:

- (a) The duly elected president of each of the eight (8) organized regions of the Council shall upon his election become a member of the Board of Directors of the Council to hold office during his term, and until the election of his successor;
- (b) The additional fifty-two (52) directors shall be classified into three classes, designated respectively Class A, Class B, each class to have seventeen (17) directors and Class C to have eighteen (18) directors. At each annual meeting of the General Assembly there shall be chosen by ballot directors of the class whose term of office expires at such meeting, to hold office until the annual meeting of the General Assembly to be held in the third year following the year in which they shall have been elected.

This replaces the present Article IV, Sec. 1, of the By-Laws:

"The said forty (40) directors shall be classified into three classes, designated respectively Class A, Class B, each class to have thirteen (13) directors and Class C to have fourteen (14) directors. At each annual meeting of the General Assembly there shall be chosen by ballot directors of the class whose term of office expires at such meeting, to hold office until the annual meeting of the General Assembly to be held in the third year following the year in which they shall have been elected."

In the event that the amendment to the By-Laws is adopted at the General Assembly there will be twenty (20) vacancies to be filled, eight (8) of these vacancies are automatically filled by the eight regional presidents for their term of office. The current regional presidents are:

Milton Kahn, Boston
Isadore H. Hermann, Camden
Stanley C. Myers, Miami
Sol Brachman, Fort Worth
Dr. Harold G. Trimble, Oakland
Julian H. Krolík, Detroit
E. N. Grueskin, Sioux City
Edward H. Kavinsky, Buffalo

New England States Region
Central Atlantic States Region
Southeastern States Region
Southwestern States Region
Western States Region
East Central States Region
West Central States Region
Up-State New York Region

For the remaining twelve vacancies to be created by the adoption of the amendment, the Nominating Committee has prepared a slate for submission to the Board of Directors for persons to serve until the 1946 General Assembly at which time elections to the Board can be made by the regular procedures of the Nominating Committee and election.

The following are suggested:

Harris Perlstein, Chicago	Harold J. Goldenberg, Minneapolis
Leon C. Sunstein, Philadelphia	Louis S. Myers, Kansas City
Daniel Shiman, Newark	Edward Suisman, Hartford
Donald Oberdorfer, Atlanta	Sylvan Gotshal, New York

In addition, the Nominating Committee recommends that the four additional places be held in reserve for former members of the Board who are now in service and who are the following:

Edward M. M. Warburg, New York	Samuel A. Goldsmith, Chicago
Donald Kaffenburgh, Hartford	Robert J. Koshland, San Francisco

* * * *

ASSEMBLY RESOLUTIONS

A Committee on Resolutions has been appointed by the Board of Directors to receive all resolutions which member agencies desire to present to the Assembly. Judge Phillip Forman of Trenton, N.J., is chairman of the Committee. Other members of the Resolutions Committee are:

S. Mason Ehrman, Portland, Ore.
 H. J. Ettlinger, Austin, Texas
 Isaac S. Heller, New Orleans, La.
 Edward H. Kavinsky, Buffalo, N.Y.
 Samuel Markeil, Boston, Mass.
 Charles A. Riegelman, New York, N.Y.
 Henry Wineman, Detroit, Mich.

Proposed resolutions should be sent to Judge Phillip Forman at the office of the Council, 165 W. 46 Street, New York 19, N.Y.

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LETTER FROM JACOB BLAUSTEIN TO RABBI HELIER
December 28, 1944

When we met on December 20th, I understood you to say that the UPA Executive Committee would be meeting in about a week, at which time you proposed to submit for its approval your and my recommendation to our respective groups as to procedure for constituting a truly objective national advisory budget committee, and, with that accomplished to mutual satisfaction, for the national advisory budgeting service to be extended to include advice as to actual budget amounts, with the distinct understanding that this extension would be in the nature of an experiment and that after three years it would be re-submitted to the Assembly for review and decision as to whether it should be continued or discontinued. At that time, of course, national or overseas organizations which believed the extension of the budgeting service had been undesirable and should be abandoned would be free to present their position and urge the adoption of their point of view.

I do hope the UPA Executive Committee will adopt your recommendation and agree to cooperate in this program, and in any event that you will shortly let me hear from you further with respect to it.

As I told you, the community representatives with whom I met are insistent that there be progress in this budgeting procedure; and the time is now growing short in which our Budget Research Committee must formulate its final recommendation. We would far prefer that these recommendations have the concurrence of your group if that is possible.

With best regards.

Sincerely,

JACOB BLAUSTEIN

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LETTER FROM RABBI HELLER TO JACOB BLAUSTEIN
December 29, 1944

At a meeting of the Administrative Committee of the United Palestine Appeal held yesterday, I reported on the several conversations I had with you in connection with budgeting

I described to them your two basic proposals which were:

(1) That "national budgeting" should be inaugurated for a trial period under the administration of a committee in which the U.P.A. would be given an opportunity to assure its "equitable" character; and

(2) That if within such a trial period of several years it was found that the program was not feasible, it would be subject to reconsideration.

There was a review of all phases of the "national budgeting" scheme and what it portends for American Jewish life. As a result of this discussion, a resolution was adopted unanimously. I enclose that resolution for your information. It will animate our action in connection with any proposal for "national budgeting" that will be presented by the Council at this time.

I want you to know that we appreciate the friendly spirit in which you approached this whole problem, especially in the conversations which I had with you, but after a careful review of all the conditions that surround national budgeting, the Administrative Committee of the U.P.A. felt that deep principles were involved in the whole issue and it could not compromise upon them.

May I again urge that, particularly in the light of the situation that now obtains on the American Jewish scene and abroad, the progress that is being made toward uniform and comprehensive information on fund-raising agencies should be evolutionary in character, with the wholehearted cooperation of all sections of the American Jewish community. The United Palestine Appeal is pledged to cooperate with you in that direction.

Cordially yours,

James G. Heller
National Chairman

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RESOLUTION ON NATIONAL BUDGETING BY ADMINISTRATIVE
COMMITTEE OF UNITED PALESTINE APPEAL
(Enclosed with Rabbi Heller's letter of December 28)

The Administrative Committee of the United Palestine Appeal records its approval of the extension of services of information and analysis on a statistical basis now provided by the Council of Jewish Federations and Welfare Funds to its member agencies. The United Palestine Appeal pledges its cooperation in further measures that will make available to the Jewish communities of America, accurate, complete statements of the financial programs and requirements of agencies applying to the American Jewish community for funds.

The United Palestine Appeal records its opposition to the introduction of "national budgeting" which would attempt to entrust to a limited number of individuals, operating as a central committee, the authority to fix or to recommend the quotas of agencies appealing to the American Jewish community for funds and fix or recommend the percentage of such funds which should be provided by each community.

The United Palestine Appeal directs its officers to take such steps as they may deem necessary to inform their constituents of the position of the United Palestine Appeal in this matter.

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LETTER FROM RABBI HELLER TO JACOB BLAUSTEIN
January 2, 1945

Our letters must have crossed. I sent you a long letter from New York explaining to you that I submitted the results of our conversations to a meeting of the Administrative Committee of the U.P.A. on last Thursday December 28th. By this time, you must have received it and know that, whether fortunately or unfortunately, they were of the opinion that we should make no compromise on the principle of national budgeting. I know that your own interest in it is sincere and genuine. Perhaps it would be possible for the Executive Board of the National Council of Jewish Federations and Welfare Funds to accept the memorandum submitted by the U.P.A. some time ago proposing the expansion of the work of your committee, but its disavowal of the intention of setting quotas or of making judgments of value, - or "ideology", to use that much abused word.

I want you to know again how greatly I appreciated the fine spirit you exhibit in my meetings with you and to tell you of my genuine regret that it was not possible for us to come to a final agreement.

With friendliest greetings, I am,

Sincerely yours,

James G. Heller
National Chairman

To Jacob Blaustein
Council of Jewish Federations & Welfare Funds
165 West 46th St.
New York 19, N.Y.

My position on the subject of National Budgeting is well known to you. I have had no reason to change my views on the subject. I am opposed to the extension of the budgetary service of the Council to include the recommending of quotas.



JACOB BLAUSTEIN

AMERICAN BUILDING
BALTIMORE, MD.

January 11, 1945

Rabbi Abba Hillel Silver,
The Temple,
East 105th Street at Ansel Road
Cleveland, Ohio.

Dear Rabbi Silver:

The enclosed memorandum is a brief summary to date of how the Budget Research Committee has explored the subject of national budgeting and the results thereof.

It is necessary to prepare a report very soon now for the Assembly. We wish a meeting of the Budget Research Committee could be held within the next week or so to fully discuss the question, but that seems physically impossible. So instead, I would appreciate your prompt reactions to the alternative recommendations made in the attached report or advice as to any other suggestions you may have.

For your convenience, these recommendations are listed on a separate sheet which can be used for your reply, - and please let us have it on or before January 19, 1945.

With warm regards,

Sincerely yours,

JACOB BLAUSTEIN, Chairman
Budget Research Committee

JACOB BLAUSTEIN

AMERICAN BUILDING
BALTIMORE, MD.

January 19, 1945

Rabbi Abba Hillel Silver,
The Temple,
East 105th St. at Ansel Road,
Cleveland, Ohio.

Dear Rabbi Silver:

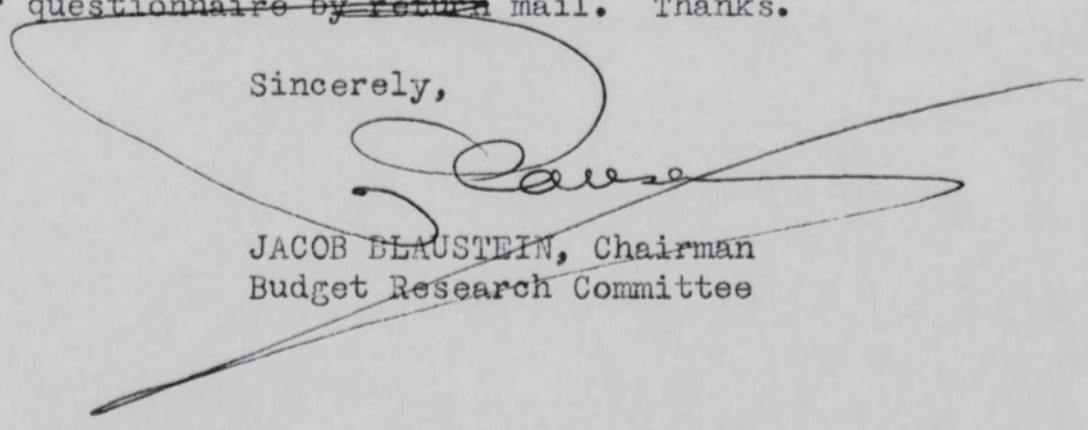
As you know, the call for the General Assembly on February 9-12, 1945 has been cancelled in compliance with the request of the Government.

It is planned, however, to hold the meeting of the Board of Directors as scheduled and to invite the Regional Presidents, the Chairmen of the various Council Committees, and the nominees to the Board to attend. The Budget Research Committee is to submit its report to this expanded meeting of the Board.

This means that my letter to you of January 11th has in no way been superseded by subsequent developments. I am still anxious to have your opinion in regard to the major recommendation to be embodied in the report.

If you have not already done so, please answer and forward your questionnaire by return mail. Thanks.

Sincerely,



JACOB BLAUSTEIN, Chairman
Budget Research Committee

June 1, 1945

MINUTES OF MEETING OF BOARD OF DIRECTORS AND GENERAL ASSEMBLY
COUNCIL OF JEWISH FEDERATIONS AND WELFARE FUNDS
NETHERLAND-PLAZA HOTEL, CINCINNATI
FEBRUARY 9-11, 1945

ATTENDANCE: William J. Shroder, presiding

Irvin Bettmann, St. Louis
Jacob Blaustein, Baltimore
Sol Brachman, Fort Worth
Milton P. Firestone, St. Paul
Harold J. Goldenberg, Minneapolis
Samuel A. Goldsmith, Chicago
Joseph Goldstein, Rochester
Isaac S. Heller, New Orleans
Isadore H. Hermann, Camden
Walter S. Hilborn, Los Angeles
Sidney Hollander, Baltimore
Julian H. Krolik, Detroit
Albert H. Lieberman, Philadelphia

Max Livingston, New Haven
Louis S. Myers, Kansas City
Stanley C. Myers, Miami
Donald Oberdorfer, Atlanta
George W. Rabinoff, Chicago
William Rosenwald, Greenwich
Daniel Shiman, Newark
Isidore Sobeloff, Detroit
Harold G. Trimble, Portland, Ore.
Joseph Willen, New York

Abe Srere, Detroit, Chairman, Committee on Financing Welfare Programs
Jerome N. Curtis, Cleveland, Co-Chairman, Committee on Post War Planning

OTHER ASSEMBLY PARTICIPANTS:

Bernard Alexander, Trenton
Max Bretton, Kansas City
Avery Carp, Granite City, Ill.
Jack Commer, Springfield, Ill.
Aaron Droock, Detroit
Samuel Gerson, St. Louis
Judge Harry Hollzer, Los Angeles

Alex E. Holstein, Syracuse
Erwin Oreck, Duluth
Bernard Pepinsky, Cincinnati
Leonard Seliger, Youngstown
Maurice J. Sievers, Cincinnati
Maurice Taylor, Pittsburgh

NATIONAL AGENCY REPRESENTATIVES:

Paul Baerwald, JDC
Joseph E. Beck, NRS
Israel S. Chipkin, AAJE
Eli L. Cchen, JOC
Isidor Coons, JDC

Rabbi James G. Heller, UPA
Joseph C. Hyman, JDC
Isaac H. Levy, JDC
Henry Montor, UPA
David Sher, NCRAC
Mrs. Joseph Welt, NCJW

STAFF:

H. L. Lurie
Philip Bernstein
Michael Freund
Solomon Kuznets
H. M. Propper
Sidney Cahn
Martin M. Cohn

Stanley Engel
Robert Fitterman
Morton J. Gaba
Mrs. Louis Kaufman
Jacob H. Kravitz
Ellis Radinsky
Rae Karp

(There is a full stenotype record of the meeting, available for inspection. The following is therefore a brief summary.)

Scope and Purpose

In accordance with the regulations of the Office of Defense Transportation, the full annual General Assembly of the Council was cancelled. Instead, the communities were asked to designate board members as their community delegates, to exercise the proxies of the remaining number of delegates to which their respective communities were entitled. According to the by-laws of the Council 15 member communities constitute a quorum. Seventeen of the cities represented on the Board sent in their approval of the plan and their proxies, and twenty-eight member agencies of the Council were represented at the meeting. The call had specified that the general Assembly business would confine itself to: a) election of board and officers; b) action on a proposed amendment enlarging the Council's Board of Directors; c) adoption of the 1945 Council budget. The Board of Directors would handle other matters coming within its jurisdiction.

Minutes

Mr. Lurie summarized the Minutes of the Board meeting held October 28-29, 1944, and a section of the Minutes of the meeting held June 10-11, 1944. Upon MOTION made, seconded, and carried the Minutes were approved.

Invitation

Upon MOTION made, seconded, and carried the Board expressed its deep appreciation of the invitation to be guests of the Hebrew Union College for luncheon or dinner, and its regret that difficulties in the arrangement of sessions made it impossible to accept.

United Jewish Appeal

Mr. Lurie reviewed the action of the Council in trying to help reconstitute the United Jewish Appeal for 1945. He reviewed in detail the meeting held on January 25th, at which a Council committee composed of Leon Sunstein, Philadelphia, Isidore Sobeloff, Detroit, and Sidney Hollander, Council President, had met with representatives of the Joint Distribution Committee and the United Palestine Appeal in an attempt to mediate the differences. Following failure to reach agreement, the JDC and UPA had been asked to send representatives to this meeting of the Board so that a further effort might be made to bridge their differences. Both agencies had accepted the invitation.

In discussing the possible break-up of the UJA the Board adopted the following MOTION duly made and seconded as a basis for the Committee's further efforts: "It is the sense of this meeting that a failure of the UJA to continue in its joint campaign will be a calamity to the Jewish communities of America and therefore we call upon the agencies comprising the same to do their utmost toward reassuming a joint undertaking."

The Board discussed the negotiations which had taken place to date and the points at issue including the amount of the initial sum to be distributed, the proportion of that initial amount to go to each agency, the fund raising activities of the Jewish National Fund and the authority and flexibility of the Allotment Committee.

It was then MOVED, seconded, and carried that the Board authorize the Chairman to appoint a Sub-Committee of three or five persons to meet with representatives of the organizations constituting the UJA at the convenience of the latter. Those appointed were Daniel Shiman, Newark, Irvin Bettmann, St. Louis, and William J. Shroder, Cincinnati, Chairman of the Council Board.

Following sessions with representatives of the JDC and UPA the Council Committee reported back to the Board on Sunday morning, February 11, that no agreement had been reached. A number of different suggestions had been discussed. The final one suggesting an initial allotment of \$17,500,000, with 60% going to the JDC and 40% to the UPA, the balance of the 1945 proceeds to be budgeted by an Allotment Committee, and with a ceiling of \$1,100,000 set on the fund raising activities of the Jewish National Fund, eliminating the \$600,000 offset which had gone to the JDC in 1944, had been acceptable to the representatives of the JDC but not to those of the UPA. The latter had not had authority to act in behalf of the UPA and would report this suggestion without recommendation to the UPA Executive Committee at a meeting called for Monday, February 12.

In reviewing the reasons given for failure to arrive at an agreement it was stated that the UPA felt that dollars and cents was not the only issue but that an important consideration was the possibility that an independent national campaign would provide greater opportunity for direct interpretation of Palestinian needs and developments. Question was raised as to whether this would be possible in welfare fund campaigns and whether there would be any gains in that direction. It was felt on the contrary that the welfare funds had given the UPA an opportunity to reach an audience sympathetically which would not have been possible under other circumstances.

Following discussion of the negotiations conducted by the Council Committee it was MOVED, seconded, and carried that a Committee be appointed by the President to continue the effort to bring about an amicable solution of the situation, with the understanding that it might be composed of the same persons who had served during the weekend or others, and with authority to act on behalf of the Council Board.

It was noted that both agencies had pledged themselves to work thru Jewish welfare funds and not to conduct independent campaigns in communities where welfare funds are in existence.

In discussing the effect of a break-up of the UJA upon local communities, it was suggested that this would differ from community to community depending upon the strength and representative character of the local welfare fund. Where the welfare fund was accepted by all elements of the community and where it was representative of them, it was likely that the fund would be able to weather any difficulties.

In this connection, the question was raised concerning independent gifts which might be made by individuals directly to the national offices of the agencies. Precedents were cited for the belief that these should be reported back to the welfare funds and credited to their allotments.

It was suggested further that the UJA had shielded communities from being subjected to discussions of some of the controversial issues and that it might be healthy to have the local education and discussion which was necessary in order to act intelligently on the questions involved. Confidence was expressed that the welfare funds had the strength to carry on their basic programs in the light of such differences and discussions.

It was MOVED, seconded, and carried that a committee be appointed by the President to work with the Council staff on the entire situation created by the prospective dissolution of the UJA, to assist and advise communities in dealing with special local situations, and to keep them informed of national developments. In this connection, it was suggested that it would be well to mark bulletins issued by the Council for the attention of the full local Boards so that the information might not be confined only to the Chairman and Executive Director of each member agency.

The dissolution of the UJA would end the joint fund raising service to local communities which the UJA had been providing and would be supplanted by three independent efforts. It was suggested that the welfare funds thru their own national instrument should provide fund raising service on a national level developed directly to meet the needs of welfare funds. The UJA machinery, in contrast, had not been developed for that special purpose and it was felt that the proposed innovation including speakers, publicity materials, etc. would fill a long needed gap. It was therefore MOVED, seconded, and carried that the President be authorized to appoint a special committee to consider Council assistance to member agencies in meeting their campaign needs. It was suggested that communities begin to set aside a small percent of their budget to pay for the cost of materials and services to be provided by such a program.

Amendment of By-Laws

Meeting as the Assembly, those present upon MOTION made, seconded and carried adopted the following amendment to the by-laws of the Council, Article IV, Section 1, upon recommendation of the Board of Directors:

Sec. 1. The Board of Directors shall consist of the sixty (60) persons who shall be chosen as follows:

- (a) The duly elected president of each of the eight (8) organized regions of the Council shall upon his election become a member of the Board of Directors of the Council to hold office during his term, and until the election of his successor;
- (b) The additional fifty-two (52) directors shall be classified into three classes, designated respectively Class A, Class B, each class to have seventeen (17) directors and Class C to have eighteen (18) directors. At each annual meeting of the General Assembly there shall be chosen by ballot directors of the class whose term of office expires at such meeting, to hold office until the annual meeting of the General Assembly to be held in the third year following the year in which they shall have been elected.

Election of Board and Officers

Upon MOTION made, seconded, and carried those present, acting as the Assembly, instructed the Secretary to cast the unanimous ballot for the following officers and board members, in accordance with the recommendations of the Nominating Committee:

President	Sidney Hellander, Baltimore
Vice-Presidents:	Stanley C. Myers, Miami
	William Rosenwald, Greenwich
	Samuel S. Schneierson, New York
	David Watchmaker, Boston
Secretary	Elias Mayer, Chicago
Treasurer	Ira M. Younker, New York

Members of the Board of Directors for a three year term:

Joseph M. Berne, Cleveland	Maz Livingston, New Haven
Jacob Blaustein, Baltimore	James Marshall, New York
Charles Brown, Los Angeles	Henry Monsky, Omaha
Major B. Einstein, St. Louis	Kurt Peiser, Philadelphia
Harry Epstine, Pittsburgh	Ben Sadowski, Toronto
Joseph Goldstein, Rochester	David M. Watchmaker, Boston
Walter A. Haas, San Francisco	Rabbi Jonah B. Wise, New York

Member of the Board of Directors for one year term to fill the vacancy of Edwin B. Schanfarber:

Walton S. Strauss, Erie

To fill the 12 vacancies created by adoption of the amendment, the following were elected to serve until the 1946 General Assembly at which time election to the Board could be made by the regular procedures:

Harold J. Goldenberg, Minneapolis	Harris Perlstein, Chicago
Sylvan Gotshal, New York	Daniel Shiman, Newark
Louis S. Myers, Kansas City	Edward Suisman, Hartford
Donald Oberdorfer, Atlanta	Leon C. Sunstein, Philadelphia

4 additional places were held in reserve for former members of the Board in military service:

Samuel A. Goldsmith, Chicago	Robert J. Koshland, San Francisco
Donald Kaffenburgh, Hartford	Edward M. Warburg, New York

Automatically filling the 8 vacancies for regional presidents were the following persons, to serve during their terms of office:

Sol Brachman, Fort Worth	Southwestern States Region
E. M. Grueskin, Sioux City	West Central States Region
Isadore H. Hermann, Camden	Central Atlantic States Region
Milton Kahn, Boston	New England States Region
Edward H. Kavinsky, Buffalo	New York State Region
Julian H. Krolik, Detroit	East Central States Region
Stanley C. Myers, Miami	Southeastern States Region
Dr. Harold G. Trimble, Oakland	Western States Region

Upon MOTION made, seconded, and carried the Board elected Mrs. Sidney Borg, New York, to continue as Assistant Treasurer.

Council Finances

Mr. Lurie presented the report on the Council income and expenditures for 1944 and the proposed budget for 1945, as detailed in material distributed to those present. The proposed budget called for expenditures totalling \$178,154. This compared with a 1944 budget of \$144,450 and actual expenditures of \$145,709.10. Following discussion, upon MOTION made, seconded, and carried, those present acting as the Assembly approved the proposed total budget subject to a detailed study and possible modification by the Board of Directors. It was also MOVED, seconded, and carried that the formula for the schedule of dues used during the past few years be applied for 1945. Attention was again called to the fact that Council dues should be considered an administrative cost for service to member agencies, rather than an allocation to a beneficiary organization.

Subsequently, the Board of Directors upon MOTION made, seconded, and carried referred to a special committee to be appointed, authority to exercise the power of the Board in examining the budget item by item.

Community Interpretation and Participation

The discussion on community interpretation and participation was opened by presentation of the following papers: "Methods for Securing Effective Participation" presented by Avery Carp, Granite City; "Community Interpretation" presented by Joseph Goldstein, Rochester; "The Role of House Organs in the Jewish Community" prepared by H. M. Epstine, Pittsburgh, and presented by Dr. Maurice Taylor, Pittsburgh.

Following these presentations several suggestions for community interpretation were discussed, including use of the Anglo-Jewish press, Women's Divisions, community institutes and exhibits in connection with annual meetings, courses for prospective board members, visits to other agencies and communities.

Question was raised as to the effect of Community Chest affiliation upon interest in the work of local agencies. It was feared that this might decrease such interest because of absence of direct fund raising. On the other hand, it was suggested that this released the energy of the Board members for interpretation along other lines.

In analyzing the potentialities of interpretation, it was noted that there were generally two types of persons, one the solicitor and two, persons interested in policies, planning and functions. The former was not necessarily receptive to intensive training, and effective money raising was not always related to such information. In contrast, persons responsible for policies and functions require and were often receptive to intensive training. In this connection, it was also necessary to distinguish between promotion and interpretation. It was suggested that one goal of interpretation programs was to make persons more community-minded rather than agency-minded.

It was suggested further that there should be greater Jewish participation and interest in general welfare needs and activities on a non-sectarian and public welfare level. Jewish services and agencies were related to these broader fields and their operations were inter-dependent. In commenting, it was noted that in a number of instances Jews already have been very active in these developments.

A greater clarification of the general objectives of Jewish agencies was called for with a gearing of techniques to these objectives. Included in this clarification was the relationship of the individual to the community and to its central agencies.

Post-War Planning

The discussion on post-war planning of Jewish community services was initiated by presentation of the following papers: an analysis of the changing role of Jewish case work agencies, with greater emphasis on service to the general community rather than only to dependent persons, problems of the returning veterans and their families, and responsibility of Federations for interpreting changing needs and for financing experimental projects and higher standards of work, by Jerome N. Curtis of Cleveland; the role of Jewish case work agencies in small and intermediate communities, noting the need for flexibility in their small staffs, to meet the wide variety of problems; and planning for vocational services to veterans and civilians, prepared by A. L. Sudran, Detroit, citing provisions made for aiding veterans and calling particular attention to the unmet needs of war workers and civilians generally in post-war adjustments.

In the discussion which followed it was noted that to date Jewish agencies had been used only to a very limited extent by the servicemen who had returned, and it was suggested that the reasons for this should be analyzed carefully. Servicemen's families, likewise, had used these resources less than had been expected. The question was raised as to whether the veterans and families had understood the nature of the organizations, and if they knew what was actually available. The need for central information centers was stressed. It was also proposed that the standards of agencies be raised to the highest possible level. In preparing for reconversion and postwar adjustments, the Jewish organizations should act on the basis of joint consideration and analysis. Development of improved services thru stimulation of veterans needs would also result in gains for the entire community.

The point was made that in approaching the veteran situation due note should be taken of what the veteran can contribute as well as what he might need. The experience of these men in the army have helped to sharpen their approach and outlook, and they should be utilized fully in planning for veterans and in developing programs and policies generally.

Financing 1945 Welfare Programs

The discussion was opened by a presentation by Abe Srere, Chairman of the Council's Committee on Financing Welfare Programs, who summarized the Committee's report (distributed to board members), calling attention to gains made in 1944 and the reasons for the improved results, 1945 needs as reflected in the budgets of the major national and overseas agencies, and favorable prospects for campaigning in 1945; a paper prepared by Melvin W. Title, Hartford, which expressed the view that the ceiling of Jewish giving had not yet been reached, and that there was sufficient leeway even with some economic recession to improve fund raising performance; and an analysis by Isidore Sobeloff, Detroit, which stressed the economic prosperity as a primary basis for fund raising success to meet local operating and capital fund needs as well as overseas requirements. Relating his discussion to the UJA situation, Mr. Sobeloff stated that separate campaigns did not add up to a higher total but rather divided, with a loss to all involved. He emphasized, too, the need for factual material on agency budgets as a basis for fund raising in the communities, and stressed that those responsible for policy-making in the community at least had to be fully informed of needs and services.

There was some discussion concerning developments of reserve funds. The interests of local and national agencies were compared and analyzed, and it was suggested that reserver should be set aside from surpluses, not deficits, as a criterion for local communities in determining whether to build up such reserves

at this time. Courageous fund raising and prudent spending were proposed as the watchword for community agencies.

The problem of capital fund requirements of regional and national organizations was considered. Regional planning, particularly among small communities to avoid duplication and overbuilding, was proposed.

Question was raised as to the advisability of soliciting gifts from non-Jewish individuals and corporations. Cincinnati cited its successful experience in a recent capital fund drive on behalf of its Jewish Hospital. Others questioned the financial results, and suggested caution from both the fund raising and public relations standpoint.

In discussing the experience of welfare funds included in war chests, it was revealed that a number of such funds had secured increased allotments from the Chests, and that their grants had been liberal in proportion to the percentage of the total population represented by the Jewish group.

A final item of discussion in fund raising was the use of contributions of stocks instead of cash.

Community Relations

The subject was opened by presentation of the following papers: "Group Images in the Larger Community" by Prof. Robert M. MacIver; "Community Relations: (1) Why? (2) How? (3) Whither?" by Robert E. Segal of Boston; and "Jewish Community Relations - The Elements of a Comprehensive Community Program" by Bernard H. Trager, Bridgeport. Mr. Segal and Mr. Trager stressed the need for year-round local organization to deal with community relations integrated with general community organization and representative of all elements involved. They stressed also, the need for careful year-round planning with special attention to preventative programs as well as measures to deal with specific problems.

Erwin Oreck of Duluth urged national attention on the problem of setting up effective organization for community relations in many small communities and in large sections of the country which, he stated, had inadequate or virtually no organization to date. He also called for development of local machinery in Chicago and New York to deal with the problems of the two largest Jewish communities in the country, rather than leave them to the incidental efforts of national agencies concentrating on national problems. He pointed to the Minnesota State Organization as an example of how to deal with rural areas.

David Sher, Chairman of the National Community Relations Advisory Council, reported on the activity of that organization during the first year of its existence. He said that a beginning had been made, including clarification of the purposes of the NCRAC, and pointed to the value of the inter-change of ideas through regular contacts among the national agencies and with representatives of local communities. Plans were underway to deal more intensively with problems, field by field, and to add other staff. Instances of national and local coordination were cited, and the cooperation in the field of employment discrimination was given as an example of the trend.

Isadore H. Hermann, of Camden, president of the Central Atlantic States Region, read the resolutions which had been adopted by the various regions of the Council, calling for greater cooperation among the national civic-protective agencies and between them and the communities, and for representation of all parts of the country in the NCRAC.

In the general discussion which followed, considerable attention was given to the question of national-local relationships. Representatives from the South-western states region reported some conflict with the Anti-Defamation League in establishing a regional community relations office. Mr. Curtis of Cleveland described a similar conflict in the proposal of the ADL, in cooperation with the American Jewish Committee, to set up a Northeastern Ohio region against the objections of the Cleveland community. In considering these problems the suggestion was made that if the local constituents of the B'nai B'rith were opposed to establishment of regional organization by the ADL in their communities, such opposition would probably have decisive influence. Mr. Sher read the resolutions adopted by the NCRAC in an attempt to clarify and deal with national-local relationships.

In the development of the NCRAC it was suggested that it would be well to have representation from more than the 18 communities presently included. In general, it was proposed also that concentrated attention should be given to program content rather than only to organizational structure. The need for trained professional leadership for such community service was noted and it was suggested that the directors of community relations agencies in the large cities could advise and assist smaller communities in part through regional and zone meetings. The CJFWF had already arranged a number of such meetings and it was proposed that this service be expanded.

Following this discussion the Board adopted the following resolutions upon MOTION made, seconded, and carried:

BE IT RESOLVED that the Board of Directors of the CJFWF express its gratification with the efforts made thus far by the NCRAC in beginning to carry out the difficult tasks assigned to and assumed by it, and

BE IT FURTHER RESOLVED that it is the earnest hope of this Board that the NCRAC may, in the near future, achieve more fully the objectives for which it was established and which are so earnestly desired by the Jewish communities of America.

BE IT RESOLVED that it is the sense of this Board that an effective program of community relations will be greatly advanced by establishing within the framework of existing community organizations a local community service, locally planned and controlled and representative of all interested groups in the community, working in cooperation with national agencies functioning in the civic-protective field.

BE IT FURTHER RESOLVED that a Committee be appointed by this Council to confer with a committee of the NCRAC to explore these needs and to stimulate the formation of such additional services when and where they seem necessary and feasible.

A MOTION was also made, seconded, and carried, suggesting the development of adequate training facilities for professional leadership of community relations organizations.

National Advisory Budgeting

A detailed summary of this discussion has already been sent to all Board members.

Upon MOTION made, seconded, and carried, it was voted that "the proposal for national advisory budgeting be submitted to all the members of the Board of Directors of the Council with the request that they advise by mail whether they approve national advisory budgeting in principle or oppose it, and what changes in procedures, if any, they wish to suggest. The request for opinion of members of the Board is to be accompanied with a copy of the Report of the Budget Research Committee and a summary of the discussions at the Cincinnati meeting."

A motion for the Board to go on record in favor of national budgeting was proposed and seconded as a basis for obtaining the views of the members then present at the Cincinnati meeting. The motion was carried with 12 in favor and five opposed and several not voting. MR. SHRODER stated that this was merely a test poll indicating sentiments of the 17 persons voting.

MR. SHRODER also announced that the procedure to be followed in connection with the first motion would be that after the poll had been received and before any further action is taken there will be a meeting of the Board to act on the results of the poll and to decide on next steps.

New Members

Upon MOTION made, seconded, and carried the Board approved the membership applications of the Denver Allied Jewish Campaign, Galveston United Jewish Welfare Association, Valdosta Jewish Joint Communities Charities Fund, Gastonia Jewish Welfare Federation and Kitchener (Ont.) Jewish Federated Charities, bringing the total membership of the Council to 262 member agencies in 230 communities.

Publicity Awards

Bernard Alexander of Trenton, Chairman of the Committee on Publicity Awards, which included also Isidore Sobeloff and H. M. Propper, announced the following awards based upon exhibits submitted by member agencies and displayed at the Board meeting:

For communities with Jewish populations of 50,000 or more the St. Louis Jewish Federation for its house organ; Boston Combined Jewish Appeal for campaign literature; and New York Federation of Jewish Philanthropies for the best individual piece, its certificate to workers;

For communities with Jewish population of 10,000 to 50,000: the Dallas Jewish Federation for its house organ; Rochester United Jewish Welfare Fund for campaign literature and best individual piece;

For communities with Jewish population of less than 10,000 the Jacksonville Jewish Community Council for its house organ, and the Chattanooga Jewish Welfare Federation for campaign literature.

Retirement Plan

The Board was informed of the retirement plan developed by Community Chests and Councils Inc., open to social welfare organizations throughout the country, calling for payments of 5% of the insured person's salary by the employee and matched by an equivalent payment by the employer, plus 2% additional by the employer for back service. Approval by 75% of the employees of any organization was required for participation.

The plan had been discussed by the CJFWF staff and a majority had voted not to participate in it, based on the judgment that the retirement benefits were small and dissatisfaction with withdrawal features, life insurance provisions, and absence of benefits for service prior to the age of 35. It was suggested by Mr. Lurie that a fund of \$5,000 be set aside for retirement purposes, and upon MOTION made, seconded, and carried, the Board voted to earmark that amount in the 1945 budget as a reserve fund to be dispensed at the discretion of the Board in the event that there are contingencies affecting the retirement of Council employees.

General Assembly

Mr. Max Livingston reported for the Assembly Program Committee on plans for carrying out the Assembly program thru local meetings in individual communities and thru zone and regional meetings in conformity with the Office of Defense Transportation regulations. It was planned to transmit to the communities the papers prepared for the General Assembly and a digest of the Board discussions, and to have the regional and national staff of the Council assist the communities in arranging special programs during the month of March. It was suggested that the Board members and regional leaders would be very helpful in visiting and in leading the discussions at such meetings. It was proposed that such discussions be used also to explain the services of the Council.

Attention was called to the fact that such local, zone, and regional meetings should be planned every year, even when national Assemblies are held, in order to reach far more people than could come to the national meetings as delegates.

Upon MOTION made, seconded, and carried, the program recommended by the committee was approved.

Committees

Upon MOTION made, seconded, and carried, the Board voted to authorize the president to appoint the personnel for the Committees on Community Interpretation and Participation, War and Post-war Planning, and Resolutions.

Executive Director

Upon MOTION made, seconded, and carried, the Board voted to reappoint Mr. Lurie as Executive Director at the same salary.

No further business coming before the Board the meeting was adjourned at 4:20 P.M. on Sunday, February 11, 1945.

Since the report of the Committee was presented to the Board of Directors, an additional reply was received from Mr. Harry Greenstein, a member of the Committee who was abroad at the time. Mr. Harry Greenstein votes to be included under (a) on page 13, as in favor of national advisory budgeting without limitation.

February 9, 1945

From: Jacob Blaustein, Chairman, Budget Research Committee

To: Board of Directors

Subject: Report of Budget Research Committee on National Budgeting .

A. INTRODUCTION

Developments prior to 1944. You will recall that the present Budget Research Service of the Council was created as a partial answer to pressure for a national budgeting service which was initiated in 1939. Welfare funds, struggling with the problem of allocating their funds fairly and equitably among the many national and overseas organizations appealing to them for support, and realizing that no individual welfare fund is equipped to make a thorough-going study of the needs of all the organizations included in its budget, turned to their national organization -- the Council -- for information and guidance to assist them in doing their job.

After a thorough preliminary study, the subject was discussed by the General Assembly at Atlanta in January, 1941, and voted on thereafter by referendum of the Council's member agencies. Our members voted, by a small majority, for national advisory budgeting, but the issue had become so controversial that the Board considered it unwise to establish at that time/^{full} national advisory budgeting service.

The program adopted by the Board of Directors at Chicago on February 1, 1942, was a limited plan for service, and represented the compromise recommendation of the Council Committee which had worked on the subject and those who had opposed the original proposal. (See Appendix E attached to this report). It differed from the original proposal mainly in one important respect. Whereas the original proposal (1) would have conducted an intensive fact-finding program on the activities and finances of national and overseas organizations appealing to local communities for support and (2) would have substantively helped local communities evaluate the relative needs of the separate organization appeals, the revised compromise plan eliminated most of the second item. The Budget Research Committee was prohibited thereby from translating the findings of its studies in terms of budgets, from

endeavoring to evaluate the budgets or express its views with respect to the amount of funds which should be raised and spent by the individual organizations, and from offering specific recommendations to member agencies in relation to campaign goals. It was further agreed, as to the future, that before the Council Board would put into effect a recommendation for a full national advisory budget service as originally proposed it would submit same to a meeting of the Assembly of the Council for its approval; also that during the first three years of its existence, the Budget Research Committee would not make a recommendation to the Board for a full national advisory budget service as originally projected unless it be by a two-thirds majority. This three year period has expired.

It should be made clear that under both the original plan and the revised plan that was adopted, the findings and recommendations of the Budget Research Committee were not intended to be mandatory upon either the organizations or the local communities. They were to be purely advisory. Local communities and organizations would adopt, modify or ignore the recommendations as they saw fit.

The proponents for the full national advisory budget service believed that the service which could render the best assistance to the communities and ^{to} the national and overseas agencies themselves, would be one that not only gave the fact-finding research data, but also gave advisory evaluations as to quotas, national and local.

The opponents of the full national advisory budget service believed that the former was all that was necessary and that the latter was inadvisable.

The majority of both the proponents and the opponents to the full advisory budget service agreed that the compromise revised plan would at least be an important step in the right direction; and in any event the way was left open for a full national advisory budget service, if and when, under the procedure outlined, the Council deemed same necessary and advisable.

Discussion and Action at the 1944 General Assembly. At the Assembly in Pittsburgh in February 1944 there was considerable discussion by the delegates on the subject of budgeting. The subject was introduced by a paper presented by Mr. Samuel Gerson, Executive Director of the Jewish Welfare Fund of St. Louis, to the section concerned with Welfare Fund Financing and Budgeting. In this paper Mr. Gerson pointed to serious weaknesses and inadequacies in local budgeting for national and overseas needs, cited the experience of the National War Fund as a successful project in national budgeting and raised the question whether it was not possible to institute an advisory national budgeting service on Jewish overseas and national appeals. This paper called forth vigorous discussion. The reactions, generally, seemed to indicate that reports without recommendations on minimum budgets are inadequate, and that forthright and specific national advice is needed by the communities if they are to do a really intelligent local budgeting job. There was, however, an undercurrent of fear that the subject might reopen undesirable controversies.

In addition to the experience of the National War Fund, the point was made in the sessions that something approaching national budgeting, at least in the sense of budgets being apportioned nationally by national agencies, was in effect in some fields of Jewish work. The United Jewish Appeal budgets the National Refugee Service as well as arrives at decisions on relative allocations to the United Palestine Appeal and the Joint Distribution Committee. The Joint Defense Appeal is a joint budgeting and fund raising organization for the American Jewish Committee and the Anti-Defamation League of the B'nai B'rith.

It was also pointed out that while these procedures, which made budgetary decisions on some agencies nationally rather than locally, were considered to have some advantages, they still leave open the major problem of locally determining relative needs in various fields of work and the budgets of the independent unaffiliated organizations, particularly the new organizations which are arising in every field of work and making appeals.

The discussion resulted in the adoption by the General Assembly of a resolution which reads as follows:

"RESOLVED that the Board of Directors of the Council of Jewish Federations and Welfare Funds be asked to reconsider the subject of national budgeting."

At the meeting of the Board which followed, the Budget Research Committee was asked to assume responsibility for the study of this question and to submit its recommendations with respect thereto.

B. BACKGROUND OF THE COMMITTEE'S WORK

While the Committee had before it the subject of national budgeting, a number of developments were taking place which had important bearing on the subject. These developments were:

1. Proliferation of new appeals and extension of existing agencies into fields new to them but already within the established programs of other agencies. Most of these developments were naturally in the area of overseas service. The most sensational of them was the decision by the war emergency conference called by the World Jewish Congress in November to authorize a \$10,000,000 relief and rehabilitation campaign. Attention was also centered in many communities on the Vaad Hahatzala, which in 1944 for the first time openly proclaimed its effort to conduct a general rescue program and advertised itself as the sole rescue agency of orthodox Jewry. Considerable confusion has been caused by the publicity of the Emergency Committee to Save the Jewish People of Europe which has been able to lend the appearance of actual rescue effort to what is really only propaganda for government assistance to rescue. All of these appeals for relief and rescue overseas overlap, of course, the established program of the principal Jewish agency in the field, the Joint Distribution Committee. In the Palestinian field intensification of effort by organizations like the Red Mogen Dovid and the League for Religious Labor, whose programs clearly overlap those of the Hadassah and of the Mizrachi (financed

through the United Palestine Appeal), and the refugee children campaigns of the Mizrachi Women's Organization and the Pioneer Women's Organization, apparently duplicating the Youth Aliyah collections of the Hadassah, added to the difficulty of intelligent understanding of the organizational relationships in Palestine. A further contribution to this difficulty was made by the Agudas Israel child rescue campaign, and by the more recently established Keren Hayishuv for the support of settlement in Palestine of the orthodox groups affiliated with the Agudah which refuses to cooperate with the religious wing of the Zionist movement, the Mizrachi. This is by no means a complete listing of all the apparent conflicts in the area of overseas services. We have as yet failed to mention the activities of the landsmanschaften, concerned with relief and reconstruction in specific areas of Eastern and Southeastern Europe; the muddled situation with collections for Palestinian traditional institutions involving the Vaad Leumi and Chief Rabbi Herzog in Palestine and the Federated Council of Palestine Institutions, as well as some 50 fund raising offices and societies of individual institutions in New York; and a great many others.

Nor is it to be assumed that the conflicts are limited to the overseas agencies. Suffice it to point to the area of civic-protective work in this country, where in addition to the existing four organizations whose program relationships are not entirely clear, appeals for support, premised mainly on efforts in the same field of civic defense, have been made in 1944 by the Jewish War Veterans, the Synagogue Council of America, etc.

2. Large increases in the budgets and requirements of existing agencies. We will not go into any detail as to this since the subject is to be fully covered at this meeting in the report of the Committee on Welfare Fund Financing. The point pertinent here is that these very large increases have aroused greater concern in the communities than ever before about the effectiveness with which the funds are used,

the program relationships among the several agencies, the relationship between voluntary agencies and governmental and intergovernmental organizations, and the independent determination of organization budgets by the organization itself which is related at best to the needs in a specific area of service and necessarily lacks the perspective of budgetary planning for the entire field supported by Jewish philanthropic giving.

3. The President's War Relief Control Board. During this period the Board, registration with which is mandatory for all overseas relief projects campaigning in the U.S., has attempted to eliminate multiplicity and duplication of appeals in all "nationality" groups, including the Jewish. It has been able to exercise a restraining influence by refusing registration in some instances but mainly by urging the establishment of a supporting relationship between the smaller organizations and groups and the major agency in the field. Although it has been of some help in keeping the proliferation of new appeals within bounds, it has probably been less successful on the Jewish scene than in other areas. The limitations of this device, even apart from its temporary, war emergency character and the circumscribed area in which it operates, are obvious. It is dependent upon the flexibility and responsiveness of the major agency, and it can be effective in the long run only where it is not confronted with strong vocal opposition. Furthermore, it is distinctly more helpful in preventing the initiation of a new program than in the coordination of a program, already in operation, with that of a larger agency.

4. Community Attitudes. The concern of the communities with these developments was evidenced by ^a steady stream of requests to the Council office calling not only for information on this or that agency but also for forthright and specific advice on minimum budgeting allocations. There was also an increasing demand from communities for an analysis of their budgeting by the Council staff, requests which unlike previous years have come in also from the welfare funds in middle-sized and large cities, including Boston and Los Angeles. It should be made clear that the basis

on which these analyses are prepared - the success of the appeals in securing contributions (contribution income) and the action by other welfare funds (welfare fund averages) - are doubtful guides in achieving equitable and fair allocations. The significant point, however, is that, despite this very serious limitation, which is stressed in all the analyses prepared for communities, there is an increasing demand for this service because it offers an apparently objective yardstick for the community's consideration in deciding upon allocations. The same concern was reflected in the resolutions adopted after considerable discussion at several regional meetings of the Council (Central Atlantic, West Central, Virginia State, Tri-State Zone - see Appendix A.) In line with the same trend is a meeting of several welfare funds in New England with agency representatives called early this year entirely on local initiative to clear up particularly troublesome problems in the relationship of the Vaad Hahatzala and the Congress to the Joint Distribution Committee.

C. WORK OF THE COMMITTEE ON THE SUBJECT OF NATIONAL BUDGETING. The work of the Budget Research Committee during the year on the subject of national budgeting covered exploration and analysis through the use of its own resources and the Council staff, as well as discussion with member agencies and with several overseas and national organizations. This work may be briefly summarized as follows:

1. In the analysis of the several elements of the problem, the following questions among others, were discussed; (1) Does acceptance by a budgeting group of a budget goal set by a particular organization involve the endorsement in whole or in part of its program; (2) Once the program is accepted or at least not taken exception to, how much further scrutiny is necessary with respect to the budget goal in translating program needs into dollar amounts; (3) Should the scrutiny extend to such questions as the proper share of the United States in an appeal supported also by Jews in other countries; (4) Is it possible to differentiate standard appeals from those which might meet with approval only in communities with

strong special interest therein; (5) Is it necessary to draw a distinction even among standard appeals from the standpoint of welfare funds of different size -- say those having \$10,000 or \$100,000, or \$1,000,000 for distribution; (6) If a national goal for a particular appeal is established, is it necessary to go beyond that and also advise as to community quotas therefor?

As a result of these discussions as well as an interchange of opinion at Council Board meetings in June and October, the following definition of national budgeting was formulated:

National budgeting is a review by a national committee, selected by the Council or the welfare fund members of the Council, based upon objective and thorough studies of the agency budgets. The national and overseas agencies would in the first instance, as heretofore, determine what their budgets should be. The national committee would then review the budgets and, together with the national and overseas agencies, would attempt to arrive at joint decisions on minimum amounts required for specific programs. These would be recommended - in an advisory way - to the welfare funds as the minimum goals for fund raising and fund distribution. It is assumed that the committee appointed for this task would be acceptable both to the member agencies and to the national and overseas organizations as an impartial objective group concerned primarily with reaching equitable decisions which would be helpful to fund raising and to budget processes.

I should like to stress what to my mind are the important points in this definition. First, national budgeting means participation in the determination on an advisory basis of minimum budgets. The committee does not stop merely at an evaluation of the effectiveness of an agency, the need for its program or the merit of its appeal. While all of these enter in a measure in the shaping of the end product of this process, the stress is on the result which is an approved minimum budget. Second, in this process the committee in no way usurps the prerogatives and responsibility of the organizations in mapping out their programs. The development of the program in the light of existing needs, and the formulation of a budget to correspond to the program, is done by the organization. The Committee enters merely as a review body, to raise questions when these seem to be indicated on the basis of past experience, programs and needs of other organizations, fund raising prospects and like considerations. These questions are raised at a point where the organization's plans for the future are still sufficiently flexible so that they can be modified if necessary without an adverse effect on its operations or its prestige. Third, the determination of minimum

budgets by the Committee is done in the realistic spirit of reaching equitable decisions in a practical situation rather than with a view to passing judgment on conflicting ideologies, such as buying land vs. saving lives, or pronouncing opinions on different methods of handling the same problem such as combating anti-Semitism. In other words, the national review committee would operate in the same manner as a local budget committee in arriving at an equitable apportionment of actual or potentially available funds, except that it would have at its disposal greater technical resources for study, better opportunity for presentation of agency programs, and advice from a more representative group of sympathetic and fair minded membership than is available to any one welfare fund even in the largest and best organized communities. Fourth, the definition leaves the question as to the method of selection of the committee open, except that its membership should be acceptable both to the welfare funds and to the national and overseas organizations as an impartial and objective group.

2. It is with this definition of national budgeting that the Committee solicited the views of some of its member agencies as well as of a sample of the major organizations, large and small. A meeting of official representatives of large city welfare funds as well as of welfare funds in nearby intermediate-size communities was called in New York on December 9, 1944. By that time discussions with the organizations, described below, indicated acceptance of national budgeting by them, subject to certain seemingly surmountable qualifications. The meeting was attended by community representatives from 13 cities and devoted considerable time to national budgeting from the standpoint of local needs, the strategy in case of opposition by major organizations, the mechanics of bringing national budgeting into effect, etc. A summary of the discussions at the meeting is attached to this report (Appendix B) The consensus of opinion, to which there was only one recorded exception by a welfare fund representative, was as follows:

"It is necessary to extend the national budgeting advisory process to include decisions as to the amount of minimum budget for each organization participating in the welfare fund, with the concurrence of the organizations themselves if possible, and to advise the member agencies accordingly."

After this meeting was held, a summary of the discussions was circulated to the officers of the approximately 25 welfare funds whose representatives were invited to attend the meeting. Transportation difficulties and conflicting appointments made it impossible for all to be present.

3. Informal discussions of national budgeting were held with the Joint Distribution Committee, the HIAS, the American ORT Federation, the American Friends of the Hebrew University and the American Fund for Palestinian Institutions. Somewhat more formal negotiations were conducted with the United Palestine Appeal. Leaving out for a moment the UPA, the attitude of the organizations to national budgeting was quite receptive. They recognized the advantages that might accrue from authoritative review and endorsement of budgets by an impartial body representing welfare funds. There were some qualifications. Thus one organization would accept national budgeting only if it is applied generally - to large and small organizations alike. Another organization felt that it would be unable to express openly support for national budgeting if it were opposed by the UPA. Nevertheless their favorable attitude to national budgeting by a welfare fund committee was in striking contrast to a uniformly negative attitude toward an alternative possibility presented for discussion i.e. purposes, / budgeting by fields, in which the major organization in the specified area of service, such as the JDC for overseas work and the UPA for Palestine, would take the leadership in correlating its own budget with those of related organizations.
- The discussion with the United Palestine Appeal was begun after some preliminary staff conversations at a meeting held on October 5, 1944 attended by several members of the Budget Research Committee, Rabbi James G. Heller, national chairman and several other officers of the UPA, and some of the staff of each. The discussions at the meeting revealed that the UPA is concerned with the disorganization introduced by

new appeals and exaggerated claims made by some of the established agencies, and would welcome Council assistance in dealing with this problem. On the other hand the UPA would oppose evaluation by the Council where questions of "ideology" are involved. The UPA also questioned the democratic or representative character of the Council's structure. As a result of this meeting it appeared to some members of our Committee that the position of the UPA is far less intransigent than it was in 1941. Consequently I took the initiative in arranging for several discussions on a personal basis between Rabbi Heller and myself. As a result we reached an understanding - entirely as individuals and without committing our organizations - to make the following recommendations to our respective organizations: (1) that national advisory budgeting should be inaugurated for a trial period of three years under the administration of a committee in which the UPA, along with other major overseas and national organizations, would be given an opportunity to assure its "equitable" character; and (2) after the expiration of the three year trial, the entire subject of national budgeting would be submitted for reconsideration to our General Assembly to determine whether national advisory budgeting should be continued, modified or discontinued.

Unfortunately, the UPA by formal resolution adopted by its Administrative Committee on December 28, 1944 rejected this proposal. The resolution (copy attached, Appendix C) records approval of the extension of the Council's services of information and analysis on a statistical basis, but expresses opposition to national budgeting which would confer upon a central committee authority to recommend budgets. Copies of the resolution, together with a memorandum by Rabbi Heller elaborating the proposal for what UPA apparently considers extension of the Council's informational services in place of national advisory budgeting were circulated by the UPA to many welfare fund leaders throughout the country before your Committee had formulated its own recommendations, let alone notified our constituent member agencies of the nature of any recommendations. It was presumably on the basis of this UPA action that the executive committee of the American Jewish Conference adopted a resolution opposing national budgeting "recommended by the Council" which was given wide publicity through

inclusion in the Jewish Telegraphic Agency Bulletin. This action of the American Jewish Conference was characterized as premature and based on misinformation in a statement issued by me, as chairman of the Budget Research Committee, and carried in the next issue of the JTA Daily Bulletin.

The proposal by Rabbi Heller for improvement in the Council's informational service (copy attached - Appendix C) calls in effect for greater detail and uniformity in the financial statements received by the Council from the national and overseas organizations for incorporation in its reports, and for the presentation of detailed budgets with an explanation of changes from the preceding year. In connection with overlapping and duplication, particularly in the case of new appeals of new organizations and new programs of existing organizations, the proposal states that the Council reports should "cross-index material to show areas in which agencies may seem to be operating simultaneously". Where the duplication is serious, the Council is to request the several agencies to coordinate their programs in order to eliminate duplication. On the other hand, this UPA proposal would restrain the Council from indicating its opinion as to the validity of any agency program, except where the agency violates ethical standards of the type promulgated by Better Business Bureaus, and, of course, no national goals or local quotas are to be fixed by the Council.

In reference to these items in the proposal it should be noted that, while there is, of course, much room for improvement in the Council's informational service, the Council has from the very beginning striven, within the limitations of its own budgetary and staff resources, to do the very things recommended by the UPA. The Council has always requested detailed financial audits and full explanations of budgets. It has gone further and prominently featured its findings as to overlapping or duplication of programs, being convinced that merely cross-indexing such material is of little practical effect. And of course it has made every effort ^{through} the limited means at its disposal to bring about coordination for the purpose of eliminating duplication. In other words, the UPA proposals would not in any way enlarge - and in

one important particular would reduce ^{the} / authority which the Council already has under the existing budget research program and fails to come to grips with the basic inadequacy of the present budgetary authority in furnishing an informational budgetary service to its members.

4. In the light of these developments and because it was difficult to arrange a meeting of the Budget Research Committee in the short time remaining, I felt it necessary to poll the members of the Committee on the major recommendation to ^{be} made in our report. The members were requested to indicate their preference either for a recommendation for national budgeting or for a report without specific recommendations. Replies were received from all members of the Committee in this country; the failure of Messrs. Greenstein and Warburg, now stationed on official duties overseas, to reply to this inquiry will I am sure to be understood. The replies are presented in full in appendix D, attached to this report.

An analysis, in very summary fashion, of the 12 replies received, is given below:

- (a) For national advisory budgeting - Blaustein, Hollander, Younker
- (b) For national budgeting limited to those national and overseas agencies which accept it - Butzel, Hexter, Shroder
- (c) For national budgeting limited to non-UJA agencies - Rosenwald.
- (d) Against national budgeting - Rosenbloom, Silver
- (e) Against national budgeting and for the UPA proposal - Goldstein, Rothenberg
- (f) Against national budgeting and for an evaluation of the efficiency, adequacy and cost of operation of non-UJA agencies - Watchmaker
- (g) For independent on the spot investigation of overseas needs - Goldsmith.

While these replies indicate a wide divergence of opinion as to full or partial national advisory budgeting or alternative proposals for mitigating the handicaps under which the budgetary service is currently operating, they are quite clear on one point, viz. that the Committee as such is not prepared at this time to submit any specific recommendation on national budgeting as defined, and hence on the question of extending the present budgetary service to include advice as to budgets.

D. CONCLUSIONS AND PERSONAL OBSERVATIONS

This is the end of my Report to the Council Board on behalf of the Budget Research Committee; and normally, it could be left at that, for the time being. But since this subject provoked so much discussion at the last General Assembly, and the Council's member agencies are undoubtedly expecting some word now in answer to the resolution of that Assembly that the subject of national budgeting be reconsidered; and since the item is on the agenda for consideration at this particular Board Meeting and the Budget Research Committee has left the Board with no specific recommendation on which the Board might act, I deem it my duty, as Chairman of the Committee and therefore the layman who has perhaps been mostly intimately concerned with the question, to add a few personal observations for the consideration of the Board.

I. First, let me say that I am glad to note that all concerned - welfare funds and national and overseas organizations, advocates of national advisory budgeting and its opponents - seem persuaded of the value of the informational and analytical budgetary service now furnished by the Council and are counting on its further development and improvement. That in itself is progress as against certain originally expressed doubts and fears of four years ago.

I share the opinion that some further progress with our budgetary service as now constituted can be made and would prove helpful, even though many consider our present authority inadequate in that it does not permit evaluation and advice as to budgets. This improvement in our service, however, would involve additions to staff and increase in expense, which should be weighed against the benefits that can accrue within the restricted area of operation.

II. I am convinced that partial national advisory budgeting - whether it be limited to the new appeals (which include those of existing organizations as well as those of new ones) or to non-UJA organizations or to organizations willing to accept it - is not feasible technically, may result in unfairness to the

organizations that would be submitted to this partial process, and involve in effect a contradiction in terms.

1. Under such a partial budgeting process, the very classification of certain programs as new appeals, tends to set up invidious distinctions which might seem to some as giving automatic approval to what they might term the 'vested interests'. Furthermore, the question of the validity of a new appeal cannot be answered without an inquiry into the operation of the related established organization working in the particular field, and in reality this cannot be properly done unless budgeting is also permitted for at least that part of the program of the established organization.

2. This last observation would also apply to the budgeting of smaller agencies if the UJA constituents were left out. The work of ORT and HIAS, for example, is integrally related to that of the JDC, just as the programs of the Hadassah and the National Labor Committee for Palestine are to that of the UPA. Besides, some of the smaller agencies would undoubtedly resent the segregation as placing them in sort of a Class B citizenship. Indeed, one of the representatives of a smaller agency has so termed it. Further, leaving out the UJA, which absorbs some 75 percent of all monies funneled through welfare funds to national and overseas causes, would reduce national budgeting to the status of a relatively insignificant appendage and would not help welfare funds with regard to the bulk of the money at their disposal.

3. The above objections to partial national advisory budgeting apply equally to budgeting only those agencies which are prepared to cooperate in the process. In addition, it should be noted that the agencies which would not cooperate are likely to be those which believe they can count on emotional loyalties. Under those circumstances the review of the National Advisory Budget^{ing} Committee which might result in setting a conservative goal would be applied to the very agencies which

even now have difficulty in making themselves heard, and might put them at a further disadvantage.

4. The most serious objection to partial budgeting is still to be mentioned. A very important aspect of national advisory budgeting is the advice as to the proper division of the available pool of resources among all, or substantially all, the meritorious claimants. The problem of budgeting for most agencies is not so much the verification of the existence of needs which they are trying to serve, but rather the inadequacy of the overall resources which are available to satisfy all legitimate needs. National advisory budgeting, therefore, involves largely the weighing of the claims for support of such legitimate and indeed meritorious programs, against the insufficiency of the total funds which can be obtained through the most effective appeal to the Jewish community. This element of advice as to the equitable division of all funds amongst all legitimate needs is entirely absent in partial budgeting. Hence, this very important purpose - from a realistic standpoint - of national advisory budgeting would be defeated.

III. As indicated in the tabulation above outlined, I personally am in favor of national advisory budgeting as defined.

1. Of course, this means only after adoption under proper procedure before it is put into effect. Such procedure would not necessarily require awaiting another General Assembly if the Government's war-time ban on general meetings continues too long. Clearly it was not contemplated at the time the present budgetary plan was adopted that more than a year would elapse between Assemblies. On the other hand, if the Council Board approved national advisory budgeting and wished to proceed with it before the next Assembly could be held, it would, in my opinion, have to adopt some other means whereby the member agencies would have ample opportunity to express their views with respect to it, and indicate their approval or disapproval.

2. Many local allocation committees insist they cannot do a satisfactory job of budgeting for national and overseas needs and cannot adequately perform their duties as trustees for community funds - unless they have the advice of national budgeting. My own experience on the allocation committee of my community, as well as close contacts with those of other communities, confirms this.

I am equally convinced that national advisory budgeting is necessary and can be helpful to the national and overseas agencies. As to overseas agencies, that should be so, if for no other reason than to protect them against new overlapping appeals, and to make clear to communities the extent to which funds are required by them, despite governmental and inter-governmental expenditures in the overseas field. The national organizations would benefit too, for their legitimate needs would be weighed impartially against the very large and compelling requirements of the overseas programs. In other words, the time is about here, in my opinion, when national and overseas organizations will have to prove their cases to the communities even better than before, and when the objective endorsement of an outside national advisory budgeting committee would be of real value and assistance to them.

3. There is no doubt in my mind that it is possible to select men to serve on a national advisory budgeting committee who would be impartial and objective, just as it has been possible to get objective allocation committees in local communities. The national committee would have the further advantage of more extensive staff and research facilities. Besides, if the national advisory budgeting committee did not prove fair and unbiased, it is clear that its advice would not be credited and not be followed, and that it would go out of existence in short order.

4. I cannot agree with those who continue to urge delays in national advisory budgeting with the argument that it should be evolutionary in character.

Obviously, the time arrives when a period of evolution comes to a head and when something more definitive must be done. In the discussion, four and three years ago, it was thought by the various parties that three years would constitute such an evolutionary period. The three year interim period is now over.

IV. It seems to me that the Council Board at this time has several courses open to it:

1. It might merely let the matter of national advisory budgeting rest awhile, especially in the absence of a General Assembly, and let the Budget Research Committee further explore the situation with the national and overseas agencies and the welfare funds and also develop its own thinking toward the possibility of a specific recommendation by it.

In this event, the Board might (1) consider whether it wishes to make additions to the staff and otherwise increase the expense to enable somewhat improved budgetary services within the authority now constituted (which should be weighed against the limited benefits that can accrue with the restrictions on the service) and (2) decide whether it desires to promulgate additional standards which the nationwide Jewish appeals would be asked to observe.

In addition, it must be understood that, due - in part at least - to the restrictions as to specific advice under which the present national budgeting service operates, the reports and other material distributed to the communities ^{themselves} do not lend to ready assimilation as a basis for local action. Some steps must be taken to educate the communities to a more effective use of the information now distributed by the national office.

In any event, it is not necessary for the Board to consider approval of the UPA proposal because, as previously stated, in the opinion of the staff as well as myself, it would not in reality enlarge, but rather restrict, the present authority.

2. As another possibility, the Council Board might consider adopting now one of the partial national advisory budgeting programs. In my opinion, this would be inadvisable for the reasons I have mentioned.

3. There is also a third alternative. Although this is a matter for action by the large cities, the Board may wish to consider the idea advanced in our discussions by representatives of some of the larger communities. 'If the Council cannot give us what we need - forthright budgetary guidance - we will have to provide it for ourselves,' so their argument runs. 'And we need not depend on the good will of the national and overseas organizations because we hold the purse strings and supply most of the funds with which they operate'. Theoretically, this argument is untenable, for the Council represents these large cities and 250 smaller communities as well. In practice, however, this proposal - that of a budget review committee brought into existence by official action by 10 or 12 large city welfare funds and relying upon the technical assistance of the Council staff -- may have merit.

4. There is also the fourth alternative. The Board might at this time approve national advisory budgeting as a recommendation to the member agencies of the Council. If this is done, the Board could either (1) delay asking approval of the member agencies until the next Assembly and in the meantime have its Budget Research Committee further explore means of getting concurrence to the plan on the part of the one or few national or overseas agencies opposed to it, or (2) arrange another proper method for getting the reactions and approval or disapproval of its member agencies to put the plan into effect before another Assembly. The next Assembly may be delayed for more than a year if war-time restrictions continue.

APPENDIX A - RESOLUTIONS OF REGIONAL AND ZONE MEETINGS

Central Atlantic States Region, March 19, 1944

1. WHEREAS, in the past few years we have seen the development of a sharp increase in the multiplicity of agencies appealing to communities for funds, and a sudden rise in budgetary demands; and

WHEREAS, communities are finding themselves poorly equipped to evaluate properly the validity of the agency programs, the justification of the size of their budgets, and their conflicting claims;

BE IT RESOLVED that the Central Atlantic States Region of the Council of Jewish Federations and Welfare Funds, in conference assembled, call upon the Board of the Council of Jewish Federations and Welfare Funds to develop a more active program of community budgetary guidance; and

BE IT FURTHER RESOLVED that the Council of Jewish Federations and Welfare Funds be urged to determine specifically the validity of agency claims, the need for the agency, any possible overlapping or duplication of service, and the justice of its budget demand, and that communities be given frank and forthright advice.

* * * * *

- II. BE IT RESOLVED that the Council of Jewish Federations and Welfare Funds be urged to take an aggressive role on behalf of communities to bring about merger and/or coordination of Jewish national agencies now functioning in similar fields to the end that these agencies shall have an integrated, efficient and economical program of meeting Jewish needs, and that through such a program there shall be developed the maximum utilization of the funds received through Federations, Welfare Funds, and other sources.

West Central States Region, October 21-22, 1944

RESOLVED, by the West Central States Regional Conference of the Council of Jewish Federations and Welfare Funds that, inasmuch as the American Jewish Joint Distribution Committee, the National Refugee Service, and the functional agencies supported by the United Palestine Appeal, have already proved their worth and effectiveness in their respective fields of endeavor, that member agencies of the Council give consideration in advance of the forthcoming General Assembly to (1) the desirability of the inclusion within the United Jewish Appeal the existing legitimate agencies operating in the same or related fields of work and (2) the discouragement of new or specialized agencies in those fields which serve only to multiply fund-raising appeals and bring disorder and confusion into the programs of essential services.

Tri-State Zone Meeting, February 20, 1944

WHEREAS, the President has just appointed a War Refugee Board to assist in the task of rescuing Jews from occupied countries, and

WHEREAS, this War Refugee Board will not only supplement but help the agencies supported by the Jewish Community of America, and

WHEREAS, it seems desirable to channel all of the contact between the American Jewish Community and the War Refugee Board through one organization,

Therefore, BE IT RESOLVED that the Tri-State Jewish Welfare Council, through the Council of Jewish Federations and Welfare Funds, take immediate steps to arrange a meeting of all organizations in the field of overseas relief and rehabilitation, to the end that one organization may be designated as the official agency to represent the American Jewish Community.

BE IT FURTHER RESOLVED, because this resolution is made necessary by the conflicting claims of organizations now appealing to local welfare funds for financial assistance, whose programs seem to be duplicatory in effort.

That the Tri-State Jewish Welfare Council, through the Council of Jewish Federations and Welfare Funds take immediate steps to provide complete budgetary information on agencies engaged in the field of overseas relief and rehabilitation.

APPENDIX A

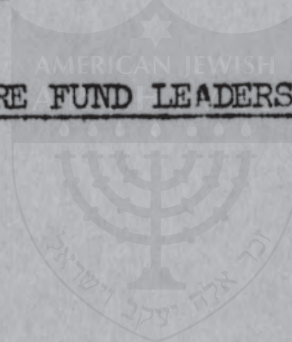
VIRGINIA STATE MEETING - November 12, 1944

1. RESOLVED, that the Virginia State Conference request the Council of Jewish Federations and Welfare Funds to take a larger part in determining which national and overseas agencies are worthy of participation in local welfare funds and suggest the extent to which these agencies should participate in local funds.



A P P E N D I X B

DISCUSSIONS WITH WELFARE FUND LEADERS



COUNCIL OF JEWISH FEDERATIONS AND WELFARE FUNDS

MEETING OF BUDGET RESEARCH COMMITTEE
 WITH WELFARE FUND LEADERS ON THE SUBJECT OF NATIONAL BUDGETING
 December 9, 1944 10:30 A.M. - 3 P.M.
 New York City

PresentBudget Research Committee

Jacob Blaustein, Chairman, Presiding
 William Rosenwald
 Ira M. Younker
 Sidney Hollander
 William J. Shroder

Staff

H. L. Lurie
 Solomon Kuznets
 Robert Fitterman
 Rae Karp

Welfare Fund Leaders

Irvin Bettmann, St. Louis
 Samuel Blitz, New York
 Sidney S. Cohen, Boston
 George W. Farber, Worcester
 John M. Frank, Chicago
 Samuel Goldhamer, Cleveland
 Jacob Gross, Worcester

Milton E. Gundersheimer, Baltimore
 Alexander E. Holstein, Syracuse
 Arthur M. Lowenthal, Rochester
 Isidore Sobeloff, Detroit
 Max Stern, Syracuse
 Leon Sunstein, Philadelphia
 Maurice Taylor, Pittsburgh

INTRODUCTION

Mr. Blaustein introduced the discussion with a brief review of developments to date and posted the following questions on which he invited community opinion. These questions are raised in preparation for the drafting of recommendations to be submitted to the G.A.

1. How much concern is there in the local communities about the establishment of separate goals by each individual national and overseas agency on its own initiative, without consultation with each other or with a national committee representing the communities?
2. Is there a lack of uniformity in the setting of local quotas by the various national and overseas agencies which complicate the problems of communities in setting their campaign goals and making allotments?
3. Are the reports prepared by the Council and the other services rendered sufficient to help local budget committees with their problems of fund distribution? What are its lacks and how could these services be improved within the present framework?

4. Assuming that a considerable number of the major national and overseas agencies would accept a national advisory budgetary procedure, would the resulting national budgeting be useful to local community fund raising and fund distribution? Do the communities have to have this in order to make intelligent allotments? Do you want to participate in the determination of what the budgets of these national agencies ought to be, provided a considerable number of the national and overseas agencies agree to it? If that is done, then how much attention should be given beyond that to individual community quotas?
5. In the event that there is still some opposition on the part of a few of the national and overseas agencies, what would be your attitude toward a development of the national advisory budgeting process by the Council?

In connection with these questions, the following definition of national budgeting was given:

National budgeting is a review by a national committee, selected by the Council or the member welfare fund agencies of the Council, based upon objective and thorough studies of agency budgets. The national and overseas agencies would in the first instance, as heretofore, determine what their budgets should be. The National Budget Committee would then review same and, together with the national and overseas agencies, would attempt to arrive at joint decisions on minimum amounts required for specific programs. These would be recommended - advisory only - to the welfare funds as the minimum goals for fund raising and fund distribution. It is assumed that the Committee appointed for this task would be acceptable both to the member agencies and to the national and overseas agencies as an impartial and objective group concerned primarily with reaching equitable decisions which would be helpful to fund raising and to budget processes.

DISCUSSION

In the discussion which developed, it became apparent that subject to certain exceptions stated below everyone present was in favor of the extension of the national budgeting process as being of great value to local budgeting. In this connection, it was asserted repeatedly that local budgeting for national and overseas causes is done at present in a very unsatisfactory fashion, because the communities are forced to act in the absence of adequate information and because there is a marked differentiation among the appeals, in that some have the emotional loyalties of local groups and others operate without such local support.

Differences of opinion developed, however, on several of the important procedures involved in national budgeting.

1. There was some question whether the budget review board should participate with the organizations in determining minimum budgets in advance of the establishment of the budget by the organization itself. Mr. Goldhamer (Cleveland), Mr. Taylor (Pittsburgh), and Mr. Shroder (Cincinnati) felt strongly that such participation in advance would be unwise. The question was clarified by pointing out that the determination of minimum budgets is to be done as a result of a review of the tentative budget as submitted by the organization but prior to its public announcement: and in any event, whatever budgets are established, advice would be given to the communities with respect to them. With this clarification, there was general agreement on the procedures of budget determination and review.

2. Considerable time was spent in discussing the eventuality of opposition by a few important national organizations. While most communities represented felt very strongly that national budgeting must proceed regardless of such opposition (Baltimore, Worcester, Syracuse, Boston among others), Mr. Lowenthal of Rochester expressed the opinion that in such an event national budgeting should stop short of participation in the setting of budgets. Mr. Sunstein of Philadelphia suggested that Palestine agencies as involving problems of ideology might be exempted from budget setting, but it was pointed out that certain questions of ideology occur with respect to the work of other agencies as well.

As part of this discussion, two additional aspects of national budgeting were reviewed. One of them is that at the outset budget review concentrate on the newer appeals and handle the standard appeals at a later date when budgeting has become more thoroughly established and the adequacy of staff resources has been enhanced. Some of the communities felt that this might be helpful, but it was also pointed out that new appeals account for but a minor proportion of the funds subject to distribution and that a thorough consideration of the new appeals must involve a review of the programs, operations and costs of related standard agencies. Mr. Rosenwald made a repeated plea that the major organizations should not be requested to

accept national budgeting in the first stages of its operation since the major organizations will not be affected by it until after some time had passed. Most of the speakers felt that regardless of practical operation, major agencies must accept national budget review in principle.

Another aspect of national budgeting discussed was the suggestion made by Mr. Sobeloff (Detroit) and supported by Mr. Taylor (Pittsburgh) and Mr. Goldhamer (Cleveland) that the large communities which furnish most of the funds organize a committee of their own to which all Jewish appeals would be required to submit their budgets for analysis and review. This suggestion was made because of the ineffectiveness of the Council's efforts in the past to get the major organizations to agree to a national budgetary review. In the discussion it developed that the large communities would be anxious to use the technical assistance of the Council, nor would they be at all averse to have a representation on the committee from the medium size and small communities. When viewed in this light the suggestion propounded by the large cities amounted to putting forward a specific piece of machinery for doing national budgeting and had no bearing on the aims and substance of national budgeting. In this discussion representatives of certain other communities (Baltimore, Syracuse, Worcester) expressed their belief that the Council could speak on behalf of all its members, regardless of size, at least as forcefully as the large cities. Toward the end of the discussion Mr. Lurie pointed out that the principal question is not the prestige of the Council nor the control of purse-strings by the communities, but whether a national review committee can be set up which would be trusted by the organizations appealing for funds and considered by them as representative of the local constituencies as the local budget committees with which they continually deal.

3. There was relatively little discussion of the question whether national budgeting should be extended to cover community quotas. Whatever opinion was expressed was more or less in passing. Some communities felt that it would be well to go that far, while others were more explicit in maintaining that they wish to limit budgeting to participation in the determination of and advice to national figures.

RESOLUTION

Before closing, the chair suggested that the consensus of opinion could perhaps be summarized as follows:

"It is necessary to extend the national advisory budgeting process to include decisions as to the amount of minimum budget for each organization participating in the welfare fund, with the concurrence of the organizations themselves if possible, and to advise the member agencies accordingly."

There was some questioning of the clause about the concurrence of organizations. Mr. Blaustein pointed out that it was inserted deliberately as he understood the consensus of those present was that national budgeting should proceed regardless of opposition. In this there seemed to be support by most of the individuals present. Mr. Hollander suggested the omission of this clause and insertion "through consultation with the organizations." Mr. Lowenthal restated his position about not going too far in the event of opposition, and proposed an alternative statement as follows:

"Studies of the National Budgetary Service of the Council be extended to embrace opinion of:

1. the adequacy of services rendered by the organization under report;
2. the appropriate cost of such services; and
3. the overlapping of programs."

The chair suggested that in view of the lateness of the hour, Mr. Hollander's and Mr. Lowenthal's proposals be taken under advisement by the Budget Research Committee.

A question was raised about clearing the statement with member agencies not represented at the meeting. Mr. Blaustein felt that such nationwide clearance may create unnecessary dissension before more positive proposals have been crystallized. The question of clearance with other member agencies of the Council will be taken under consideration by the Budget Research Committee.

APPENDIX C - ACTION BY UNITED PALESTINE APPEAL

Resolution Adopted by Administrative Committee of UPA

December 28, 1944

The Administrative Committee of the United Palestine Appeal records its approval of the extension of services of information and analysis on a statistical basis now provided by the Council of Jewish Federations and Welfare Funds to its member agencies. The United Palestine Appeal pledges its cooperation in further measures that will make available to the Jewish communities of America accurate, complete statements of the financial programs and requirements of agencies applying to the American Jewish community for funds.

The United Palestine Appeal records its opposition to the introduction of "national budgeting" which would attempt to entrust to a limited number of individuals, operating as a central committee, the authority to fix or to recommend the quotas of agencies appealing to the American Jewish community for funds and fix or recommend the percentage of such funds which should be provided by each community.

The United Palestine Appeal directs its officers to take such steps as they may deem necessary to inform their constituents of the position of the United Palestine Appeal in this matter.

Draft of a Plan to Expand Budgeting Research, by Dr. James G. Heller

At a meeting on October 5, 1944, officers of the United Palestine Appeal met with representatives of the Council of Jewish Federations and Welfare Funds to discuss an extension of the program of budget research already initiated by the Council. As a result of those discussions, I have submitted the following draft to the officers of the United Palestine Appeal. This plan has also been submitted to the Council of Jewish Federations for its own consideration.

1. BASIC POLICY

"National budgeting" is a subject that has long stirred controversy in the Jewish community. It is bound up with issues that can seriously affect communal harmony. It is, therefore, desirable to emphasize the constructive and not the controversial elements of any budgeting research program. These prohibitions should be maintained:

- (1) Beyond giving every item of detailed information, the Council should not, at any time, indicate its opinion of the validity of any agency program except where the violation of sound ethical or communal standards is so flagrant as to warrant from the Council the same type of condemnation as would be voiced by a community's Better Business Bureau in rebuking an unethical venture.
- (2) The Council should not attempt to fix either the national goal or the quotas for local communities for any agency.

2. EXTENSION OF BUDGET RESEARCH

It is recognized that officers of local communities entrusted with the task of determining the allocation of funds as between beneficiary agencies desire a maximum of accurate information to reach a fair decision. It is my opinion that the Council of Jewish Federations and Welfare Funds might appropriately extend the information it is now providing to its constituent agencies. The following suggestions are intended to explore the possibilities of such extension:

A. AGENCY INFORMATION

At the present time, the Council analysis of an agency's fiscal report is based substantially on a summary provided by the agency itself. It would be proper for the Council to request and obtain a Certified Public Accountant's report of the agency's fiscal status in the same detail as provided to the officers of the agency for the past fiscal year as well as the budget for the ensuing year prepared on the same basis. The agencies should state the accounting basis upon which the statements are prepared such as cash, appropriations or some other basis.

In the event that the Council finds that additional information might be desirable, it should be in a position to obtain it from the organization.

Certain criteria should be basic for determining the value of an agency's fiscal report:

- (1) Expenditures should be defined in detail, differentiating between functional activity, personal service, campaign expense, promotional expense and any other type of disbursement. The Council should undertake to formulate and present a basic method of accounting of such expenditures which the various agencies should be asked to comply with to secure uniformity for the benefit of the understanding of the Council constituent agencies.
- (2) Income should be defined in detail, covering all sources of income, whether from campaigns in the United States or other sources, here or abroad. Where the activities of several organizations overlap, with one agency providing funds for a special service provided by another agency, the amount of such contribution and the reason should be carefully indicated.
- (3) As nearly as possible to the beginning of the fiscal year of the particular agency it should submit to the budget research department of the Council a detailed outline of the budget for the following year, showing expenditures in each category, the amount expended in the same category the previous budgetary year and the reasons for any changes.
- (4) In submitting an accounting of expenditures made and of the budget for the ensuing year, an agency should indicate the number of staff it employs, with a definition of the tasks performed. The Council should be authorized to seek supplementary information from the particular agency, if needed.

- (5) There should be submitted to the Council as frequently as the circumstances warrant, a complete list of the official personnel of the agency, with an indication as to how officers are chosen and at what intervals.
- (6) Agencies raising funds in the United States for expenditure abroad should make available, as soon as possible after the fiscal year has ended, a detailed accounting of the expenditures abroad, indicating income from all sources to the agency or institution making the expenditures as well as an itemization of the total expenditures on behalf of all sources.
- (7) The annual fiscal report of each agency to the Council should also include a statement of assets and liabilities, and a reconciliation of surplus or deficit for the period.

B. INTER-AGENCY RELATIONS

An expanding problem for Jewish communities is the rise of new agencies for functioning and fund-raising. In addition, existing agencies enter fields covered partly or in full by other agencies; or long-established agencies seem to be operating in similar fields. There is an earnest desire to assure a maximum of constructive achievement with a minimum of duplication and overlapping. The Council budget research department should be enabled to assist communities in obtaining ample information. These suggestions are offered:

- (1) For new agencies entering a field of service, the Council shall obtain:
 - (a) The completest possible information on reasons for establishment, planned expenditures, expected income, officers and area of activity;
 - (b) And, at the same time, make inquiries of the agency or agencies, believed to be in that field already, or expenditures it is making or services it is rendering in that field. All exchange of information shall be regarded as available for the constituent members of the Council;
 - (c) As long as the President's War Relief Control Board shall be existence, information should also be obtained as to any action which the Board may have taken with respect to the agency.
- (2) On the basis of information submitted to it by various agencies, the Council shall be authorized to cross-index material to show areas in which agencies may seem to be operating simultaneously. Before such material is published, however, it shall be submitted to the respective agencies for their comment. Such comment shall be included in the report issued by the Council.
- (3) Where the seeming duplication in an area seems to the Council budget research department serious, it shall be authorized to request the several agencies to coordinate their activities for the purpose of eliminating duplication if it actually exists.

APPENDIX D

NOTES AND OBSERVATIONS BY MEMBERS OF BUDGET RESEARCH COMMITTEE

In a letter of January 12, 1945, the members of the Committee were asked to express their preference in regard to the major recommendation to be made in the Committee's report, which at that time was scheduled to be presented to the General Assembly in Cincinnati. The members were asked to express their preference, either for

- #1. "To recommend that the Council's budgetary service be extended to include budget review and advice"
- or #2. "To present a summary of the results of our investigation and study but without offering specific recommendations on national budgeting".

Excerpts from the replies received from the members were as follows:

Fred M. Butzel (Detroit)

I prefer #1 if it is limited to national agencies approving of this process.

Otherwise I prefer #2. The time is not ripe to go to bat with the national and overseas agencies.

Samuel A. Goldsmith (Chicago)

1. Whereas UPA seems to be the recalcitrant member of the family of national agencies and the whipping boy, I believe that none of the larger national agencies will permit a real national budgeting job to be done.

2. The local communities that wanted some service, wanted to avoid local discussions and conflicts, but under present circumstances and circumstances insofar as we can see into the future, these communities will be torn apart through the agency of the national agencies, if decisions are rendered by the Budget Committee adverse to what is believed to be its interests by any one of the larger national agencies.

3. Quality and competence of both American and foreign personnel, circumstances under which they are at work overseas, whether in Europe or Palestine, judgment on attainable results are so difficult to establish that no reasonably good budgetary work can be done without first-hand knowledge.

4. The Council should frankly face the fact that if it is ever going to do anything by way of reasonable advice to member agencies on budgets, quotas, expenditures, etc., it will have to remove from its Board and from Budget Research Committees and other parts of its activities, all persons who have primary responsibilities to national agencies and do the best it can in being governed in its Committees and Board by people who have primary responsibilities to the Welfare Funds and Federations. Advice of national agencies can be secured anyhow, plenty of people who do know or think they know situations can be given an opportunity to be heard. In fact this last must be done.

5. My suggestion is that you publish what your Committee has been able to do, with a brief statement as to why you were not able to do more, such statement to be factual and clear, and that then the Council can pursue an entirely new tack. I suggest that the Council, or, if not the Council, the 5 or 6 large Welfare Funds and Federations that can afford it, send a mission, at the earliest possible moment, to Europe and Palestine; such mission to consist of 3 competent people whose job it will be to make an analysis, in a period of let us say six months, as to just what the situation is. The object of such a commission will be to collect on the spot facts which I can assure you will be the best source of information - and that the commission then publish a report. That the terms of reference to the commission will need to be worked out carefully is obvious. The heart of all the business is how shall all of the Jewish work overseas, in Palestine and elsewhere, be related to the larger governmental and intergovernmental organizations and plans, and how factually are things being done now? How much responsibility should be taken by the American Jewish community and for what? Unless you come to grips with these problems, in spite of the ideological battle cries that are raised around them by every one concerned, the budget procedure doesn't mean anything.

6. Really great sums of money are being raised for all of these overseas organizations and they are being raised quite irrespective of any budgeting or research activities of the Council or anyone else. And, it is, of course, not only possible but probable that when money is not so plentiful, those needs may be greater and much smaller sums will be raised. The heart of the whole business is what is the best way for the American Jewish community to have the work done that needs to be done for those Jews who have survived and who desire to remain where they are in Europe, for the upbuilding of Palestine and for the larger problem of reconstruction. I know of no way of attacking this other than securing knowledge on the ground. And I say this out of the experience that I have had in related fields during the past 18 months under war conditions.

Joseph Goldstein (Rochester)

Mr. Goldstein votes for preference #2. His remarks follow:

For the present I would like to see favorable consideration given to the proposals set forth in the statement which I received from Dr. Heller on the action taken by the United Palestine Appeal at a meeting on October 5, 1944. I assume that this statement has also been received by the Council of Jewish Federations. I believe that incorporating this plan in the work of our budgetary research would be a great step forward and would go a long way in supplying the kind of information which local communities need and request.

Maurice B. Hexter (New York)

Dr. Hexter votes for preference #2. His remarks follow:

I wonder what you would think of a thought that has been going through my mind for some time. Instead of setting up a full budget review and advice service we proceed with #2 but in addition with the consent of the important organizations, set up a small panel which will study these various reports and then give not a group opinion or one which reflected the opinion of the Council of Jewish Federations and Welfare Funds, but purely an individual opinion. All reports would carry that specific statement. This would be something less than #1 and something more than #2. I have no way of knowing whether the contending parties, especially the national organizations, would accept even this, but that would not be decisive if we could work out a way of giving something more than we now give without the very heavy authoritarian value that would come from the device called for by #1.

Sidney Hollander (member ex-officio)

Mr. Hollander votes for preference #1. His remarks follow:

In view of the oft-expressed dissatisfaction of communities and regions with the present reporting information and their desire for a more complete and adequate budgetary review, I think our Committee should recommend the approval of the "Total Plan" to our Executive Committee in Cincinnati.

Since there will be no Assembly to ratify the plan at this time, the COUNCIL should utilize its Regional meetings during the next year for full discussion of the plan, both to gain support and to dispel fears and misinformation.

Charles Rosenbloom (Pittsburgh)

Mr. Rosenbloom votes for preference #2. His remarks follow:

It seems to me that it is much wiser not to present a report of your investigation of national budgeting but a study of how the Research Committee could improve its work within the framework now existing. The whole theory of National Budgeting is wrong in principle as it seeks - or the end result will be - to control not only the thinking of people but also the purse strings. That is too much power to vest in any group of men - no matter how benevolent.

William Rosenwald (New York)

You know how deeply I have been (and am) interested in and concerned over the problem of national budgeting. I have consistently favored and fought for the principle of such budgeting.

Speaking solely as a member of your committee: the views I expressed at the December 9th meeting cannot but be strongly reinforced by the exchange of letters between Rabbi Heller for the United Palestine Appeal and you for the Council.

It would be much more practicable and realistic, at this juncture, to develop these budgetary measures with the minor agencies which often (not necessarily always) raise the more serious problems of undue or of disproportionate budgeting.

Under the circumstances I regret not to be able to vote for the present recommendations. My remarks at the December meeting set forth in great detail my opinion.

Morris Rothenberg (New York)

I desire to say that I do not find it possible to agree with its recommendation for National Budgeting.

Regardless of the phraseology that is used, it is certain that "national budgeting," meaning actually the fixing of national and local quotas for all causes, will evoke the resistance of very substantial segments of the American Jewish community. Neither the interests of the member agencies of the Council nor those of the Council itself are so gravely at stake that the Council should undertake a program in the face of certain, widespread and vigorous opposition, especially when the alternatives that are open can actually give the member agencies of the Council the material they want. Is it not sound community practice for the Council of Federations and Welfare Funds to provide a demonstration of how communal improvements can be introduced through cooperative planning instead of by forcing the opinions upon the larger part of the Jewish community that is not in agreement with them.

My own recommendation is that some such program as outlined by Rabbi Heller be adopted and made the basis for activity by the Council Research Department during the next few years.

William J. Shroder (Cincinnati)

I feel there is a very sharp distinction between what is desirable and what is feasible. I definitely would advocate the extension of national budgeting on the lines heretofore discussed which seem to be the desire of the larger communities. So much for desirability.

From the standpoint of feasibility, there are objections which may or may not outweigh desirability. One, to do the thing right would require enlargement of staff, possibly including personnel for foreign study, which at present we cannot implement either with personnel or money. Two, without the cooperation of the fund seeking agencies, our effort would be futile. Three, despite the attitude of the more scientific community leaders, lay and professional, each of the agencies has its own following in every community who would still support these agencies despite their failure to cooperate with our national budget. I think that there is a very grave doubt that their loyalty to the local organization would begin to measure up to their loyalties to the participating causes which they wish to support regardless of proper budgeting.

As a result of this clash of desirable and feasible, and particularly in view of the fact that our action will not be that of a General Assembly, it might be well to go on record as adhering to the desirable but temporarily limiting our activities to those agencies which are willing to cooperate with us. I believe that if as a result of this gradual approach, cooperating agencies find it a definite advantage so that those not cooperating find themselves at a disadvantage, the latter will voluntarily come into the fold.

Rabbi Abba Hillel Silver (Cleveland)

Rabbi Silver votes for preference #2. His remarks follow:

My position on the subject of National Budgeting is well known to you. I have had no reason to change my views on the subject. I am opposed to the extension of the budgetary service of the Council to include the recommending of quotas.

David M. Watchmaker (Boston)

I think it is a tremendous power to place in the hands of a few people. On the basis of my experience I do not believe that any sizeable committee would be truly objective, least of all one that would be set up on the basis of representation of various agencies.

I recognize the need for further help to the communities. The way I size up the situation is that communities do know of the work of the United Jewish Appeal and are mainly interested in knowing about agencies other than the UJA. They know of the value of the UJA and they also realize that no matter how much they give them, it isn't enough. They feel that they ought to do the right thing so far as other agencies are concerned, taking into account the total picture, and then give anything else to the UJA. The trouble lies in the fact that they really know very little about the true values of these other agencies. Some of them are paper organizations in the sense that they spend most of their time passing resolutions and trying to impress the communities with their importance. Some of them do a good job to a certain extent but make wild claims of what they are doing.

It seems to me that it would be going a great distance to adopt what I suggest because that too involves putting much power in the hands of a committee, but I feel that some step must be taken in judging the efficiency, adequacy and cost of these organizations. In other words, I would take these agencies other than the UJA and not set minimum budgets for them but I would evaluate their efficiency, adequacy and cost by the following method: they should each be required to furnish the communities with full statements of their operations, financial and otherwise, and the committee should check their accuracy and make comment to the communities in the event they are unable to find support of any statement and further direct the attention of the communities to those aspects which would help it in the consideration of the report furnished by the agencies.

I think that is biting off a great deal and yet I would favor going that far.

Ira M. Younker (New York)

Mr. Younker votes for preference #1. His remarks follow:

How long does an agency have to exist before its integrity is established. Why cannot a group of self respecting community groups express themselves to each other on the validity of any appeal? If this privilege is denied us because some Jews want a Jewish state and others do not - then this same plague can be injected (in fact it virtually is) into every phase of our life and we might as well go our separate ways and try to live as best we can and see unity or large group activities as dead. I think it ridiculous for a W. F. or Fed. group to compromise with its objectives because of this foreign issue.

REPORT OF THE BUDGET RESEARCH COMMITTEE ON NATIONAL BUDGETING

AND DIGEST OF DISCUSSION AT MEETING OF BOARD OF DIRECTORS

AT CINCINNATI - FEBRUARY 10 - 11, 1945

(Attended by representatives of 28 of the large and intermediate cities)

Atlanta, Baltimore, Camden, Chicago, Cincinnati, Cleveland, Dallas, Detroit, Duluth, Fort Worth, Kansas City, Los Angeles, Miami, Newark, New Haven, New Orleans, New York, Oakland, Philadelphia, Pittsburgh, Rochester, St. Paul, St. Louis, Southern Illinois, Springfield, Syracuse, Trenton, Youngstown.

The attached report on national budgeting was presented by the Chairman of the Committee, Jacob Blaustein. After full discussion, the Board took the following action:

To refer the proposal for national advisory budgeting to all the members of the Board of Directors of the Council with the request that they advise by mail whether they approve, or disapprove, the principle of national advisory budgeting, and what changes in the procedures, if any, they wish to suggest; further action on the subject to be taken on the basis of sentiment expressed by members of the Board at the next meeting of the Board of Directors of the Council.

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DIGEST OF DISCUSSION ON THE REPORT OF THE BUDGET RESEARCH COMMITTEE

February 10, 1945

In presenting the report, MR. BLAUSTEIN indicated that the majority of the members of the Budget Research Committee favor some form of national advisory budgeting but there are variations in detail of procedure and in the scope of operations. He said that while the Committee as such was not making specific recommendations at this time, he would present a statement of his own views later in the meeting.

MR. SAMUEL GERSON who had initiated discussion on the need for national budgeting at the 1944 General Assembly, felt that there had been similar obstacles to be overcome in the attitudes of the beneficiary agencies in the development of local federations but that local agencies had become convinced that federation budget committees were sympathetic and flexible. He then outlined the procedures used in local federation budgeting and the general satisfaction which had been developed in the local community with centralized planning for distribution of available local funds. Questions to be answered in national budgeting as in local budgeting were:

1. What is the program of service?
2. How great are the financial needs?
3. What is a fair amount to be raised?

MR. GERSON stated that the local welfare funds at the present time have nothing to go on in answering the question of what is a fair allotment for non-local needs except to look at what other communities are doing and then try to base a judgment on the experience of other cities. "That", said MR. GERSON, "is not an intelligent way of analyzing our budget and is getting us nowhere. Welfare funds want to give maximum contributions to Jewish causes and believe in their programs, but local welfare fund budgeting operates in a fog of pressures, resolutions and publicity." He was inclined to believe that the final answer could be secured only through intensive studies in the various functional fields of service. We will need to buttress the recommendations of local budgeting committees by careful and thorough studies and analysis.

MR. IRVIN BETTMANN of St. Louis - "It is about time that all agencies -- national, international and local -- understand the position of the welfare funds, since we are the agencies that raise the money, conduct the campaigns and supply the funds. The welfare funds should be recognized as partners." MR BETTMANN believed it was time to take a definite position and specific steps toward national budgeting. He mentioned the advantages of the National War Fund which decides on relative needs of the overseas agencies and offers a basis to local war chests. He could see no reason why the same procedures cannot be applied to Jewish causes. "Why do we consider that we are different? Why do we consider that we have no one in the country whose judgment the agencies can trust and in whom they have faith? It is time that we find out whether or not our agencies want or do not want national budgeting...if they want it, we should go ahead and put it into force." He agreed with Mr. Gerson that the present methods of making allocations on the basis of pressure and in imitation of what other cities, similarly ill informed, were doing, was wholly undesirable. He expressed appreciation for the work of the Budget Research Committee and Mr. Blaustein's efforts. "I believe that overwhelmingly, welfare funds of the country want direction. They want to be told whether or not this or that organization is justified, whether this or that organization is doing its job, and how much this or that organization is entitled to raise in the country. ..I sincerely hope it will be the judgment of this Board today, that we should find out once and for all...We should find some means of asking every one of our member agencies whether they want it. If they want it, let's put it into effect."

MR. SAMUEL GOLDSMITH stated that he had been very much interested in the overseas problem for almost 30 years and that his professional interests dated back to 1922 when the JDC sent him on a mission to study needs in Europe and the work of the JDC. Recently, he had been assigned to the Mediterranean Headquarters and had had personal contact with European needs and had also visited Palestine. He thought that the national agencies themselves should be zealous in making the situation clear to American Jewry. He stated that the amount of funds to be allotted should be determined more by what was the proper function of the overseas agencies under current conditions in Europe, the Near East and South America in relation to what governments and other voluntary agencies were undertaking. Facts to be ascertained in Europe and in Palestine were important in order to have a sound conception for what was required to aid Jews, to help them emigrate, and to rebuild Jewish communities. Governmental action was of basic importance and MR. GOLDSMITH mentioned "that the Italian government in a sense offered citizenship to refugee Jews", and an instance where UNRRA offered to take over the entire relief role on a standard basis for Jewish relief. Palestine impressed him as "by far the most prosperous place I saw in Europe" and the difference between expenditure of funds in Palestine and for relief and cultural work elsewhere needed to be clarified. "I think the terms of reference are simple. We all agree that the Jews of Europe are to be helped and I think we all agree that Palestine is to be built up as much as possible. What we do not know about it is how it should be done with a view towards really saving the Jews of Europe...with a view towards really integrating Palestine Jews with the rest of Jewry, because there may be a violent swing away from Zionism in many parts of Europe. You would want the Jews of Palestine to be integrated with the rest of Jewry, especially with the Jewry in the United States which remains so large and important." He believed that the national

agencies should be extremely eager to have an evaluation of needs made by an impartial group; and that, among other things, a group should be sent overseas and tell what the problem is and how it is working. On the basis of his personal observation there may be no question of need but there would be many questions as to methods of operation.

MR. GOLDSMITH referred to the political variations with 43 parties in Palestine and the 20-odd political parties in the Warsaw Jewish community before the war as an indication of divergent views and programs. He believed that it was a mistake to consider national budgeting on a parallel with local budgeting. "I am convinced that you cannot deal with national agencies as you do with a local agency, not only because of the emotional factors that come into play, but principally because a national need is extremely fluid and changing while most of our local activities are institutionalized and fixed...a national organization can become swamped with immigrants one year, and really have nothing to do the next year. It is very fluid. If the French decide to let the 200 Jews that are in France now stay there and build themselves into the French economy or if the French open up French North Africa to settlement, which they refuse to do, the whole situation in Europe will change for Jews and for a lot of people. Under those circumstances you may want quickly \$10,000,000 because governments and UNRRA and the rest of the people may not act fast enough.

In summing up - "We need better understanding and the determination of the over-all budget, the delineation of needs and methods from the standpoint of national agencies and the community funds. We can take rough and rugged methods, such as population or anything else you want, but that will only decide what you give in relation to others. It has no reference to need and it has very little reference to the great intangible of generosity."

MR. HOLLANDER agreed that Mr. Goldsmith had put his finger on the real situation. "We have to recognize frankly that the opposition to this movement in the past has come largely from the UPA and its institutions and associates. He asked Rabbi Heller to explain this opposition and expressed himself as strongly in favor of organization of national budgeting on an advisory basis. Communities have a right to know "from a disinterested and sympathetic group what they are being asked to support." He asked Rabbi Heller what was the logic of giving each local welfare fund the right to pass judgment on needs and preventing these same local groups from joining collectively to study and evaluate the information which the national agencies said they were willing to give separately to the individual communities. As to the feeling that it would be impossible to obtain persons sufficiently sympathetic to all causes to review them properly, Mr. Hollander was convinced that this was untenable since there were many persons of this character active in local welfare fund leadership. He cited the National War Fund that has been able "to bring about orderly, harmonious, effective working arrangements in sharp contrast with the chaotic situation in the Jewish field." As stated by Mr. Bettmann "We are partners with the national agencies. And it seems to me, that as loyal and sympathetic partners, we have a right to know from our own sources of information what is happening in the partnerships in which we are included. And it seems to me that information cannot come ex parte, nor can it be presented intelligently by means of glowing oratory or promotional publicity.

MR. HOLLANDER - "I am sure that all of you know that the budgeting by some of the agencies themselves are not along the lines that would commend themselves to our approval. I could mention any number of situations in which the budgets that have been prepared and projected through the country have no real relation either to the needs to be served, the opportunities of providing the needs or results that have been achieved in the past.

"If I had the time I could point out duplication after duplication of service so that as a result of which we have these cross currents and conflicting lines of functioning that neither are helpful to our communities and certainly not helpful to the groups that we would like to serve.

"In Mr. Blaustein's presentation he suggested, quite wisely, that national advisory budgeting can be attempted for a limited period, for a trial period, so that working with the agencies, not against them, but with them, we would be given an opportunity to prove to them that what we have in mind is not harmful but in the highest degree effective.

"In conclusion I believe that Rabbi Heller would permit me to say, that in our discussions with them recently, in regard to the negotiations that were going on, the UPA and Rabbi Heller himself presented to me what was the most satisfactory and effective method of meeting the budgetary needs of his organization, and it was nothing more or less than national advisory, national budgeting. Rabbi Heller suggested at one of our meetings recently with him that he would be perfectly willing to leave the needs, the requirements of the UPA to the decision of the Review Committee, of the Allocations Committee, because he had complete confidence when the needs were presented to them that their decision would be satisfactory.

"And when I asked whether he would be satisfied to take that position, if he knew that the Allocations Committee could review not only the budgetary requirements but actually the programs related to those budgetary needs, he said, yes, he would be glad to do that; and Mr. Montor agreed, and I pointed out to them that what they were recommending to our Mediation Committee was in essence what we are suggesting for national budgeting. I therefore do not see the logic of having the UPA accept national budgeting in one instance, and then oppose it in another."

RABBI HELLER expressed sincere thanks to the Council for the invitation to be present as a guest at this meeting since the subject of national budgeting is of great interest to the UPA. He greatly appreciated Mr. Goldsmith's statement which impressed him as "a very realistic approach to the whole question". He disagreed with the statement that the opposition to national budgeting comes largely from the UPA although he admitted "that we have been carrying the ball for four years." He pointed to statements of individual members of the Committee in Mr. Blaustein's report similarly opposed to budgeting. In the meetings which he had held with Mr. Blaustein at the office of the UPA and in personal conferences, the discussion had been extremely friendly and "based upon an attempt to examine the situation dispassionately upon its merits." At the personal meetings a large measure of agreement "in regard to certain things had been reached."

RABBI HELLER stated, however, "It would not be wise for the Board of Directors of the national Council of Jewish Federations and Welfare Funds to take action at this session." He pointed to the fact that Mr. Blaustein's report indicated that the Committee which had had four years of experience with the problem was not in favor of putting full national budgeting into effect. He believed that the great majority of the Committee did not consider full national budgeting advisable.

MR. BLAUSTEIN replied that the reservations made by members of the Committee were not in opposition to the principle of national budgeting which the majority of members of the Committee favored. The differences were primarily on the organizations to be included in the studies.

RABBI HELLER referred to the referendum in 1941. The vote had been exceedingly close and it would be difficult to say what the reactions of the communities would be at the present time. He had attempted to get community reactions to the proposal which UPA had submitted as an alternative to national budgeting and had received a very large number of favorable responses from a cross-section of opinion all over the country. He believed this indicated "There is just as deep division of opinion on national budgeting in 1945 as there was in 1941." RABBI HELLER also referred to the special provisions made for the Cincinnati meeting this year and that the communities had been requested to authorize only formal business and that neither the Assembly nor the Board at this meeting is authorized to take final action on national budgeting. RABBI HELLER disagreed with Sidney Hollander that the local communities were completely without information in regard to the budgets of the national agencies or that facts were being concealed from them. He thought that was an unjust way of phrasing it since "agency budgets are available to welfare funds and to the Council in all details, which we receive ourselves."

RABBI HELLER stated that the UPA budget was not made in the United States except for the items of American expenditures for organization and propaganda purposes. The budget is made in Palestine on the basis of a thorough investigation. He did not believe that a National Budget Committee could really judge the Palestine budget. "Probably the only method of judging it would be by dispatching a group to Palestine, have them there for months and studying it on the ground floor." They would welcome such an approach to the study of the problem and mentioned a similar investigating commission headed by experts like Dr. Elwood Mead, whose report was published in 1928 and 1929. "The impression must not stand that our agency is opposed to placing any facts before the American Jewish community or that we have tried to keep those facts from them. Our records are available to anyone who wishes to see them." RABBI HELLER stated that in his opinion we were dealing with a "host of variables" and that words such as "objectives" were being used as though it had "some precise significance in this problem". "No matter how impartial and dispassionate a committee, we cannot hope to find a formula to enable each community to act automatically."

RABBI HELLER stated that there was no such thing as an objective criteria for giving by American communities since factors exist in those communities which cannot be defined even by the people in the communities themselves. The population was not a basic factor in determining quotas. Financial conditions which are unknown, emotional and spiritual factors and community generosity were of great importance. Since there is such tremendous variation among communities who will be unable to establish local quotas, he believed it was completely unrealistic to assume that a committee could review national agency budgets and decide "What could be given in this year to that agency." "As a matter of fact," RABBI HELLER stated, "agencies were in the position more or less of hazarding a guess as to what we are going to do in any given year. He referred as an example to the JDC which prepares its budget in advance but then expends its funds as needs and problems develop during the year. Similarly in Palestine there were political and other factions which may have expenditures varying with original budgets during the year. Agencies themselves would acknowledge that their budgets were a guess made by their people who were on the ground "and that is all that you can do." RABBI HELLER stated that they felt on the basis of observation "that the establishment of a central national budget committee will tend to put a ceiling on the money that is collected." In 1944, after UPA had collected only \$18,000,000 in 1943, a request for \$32,000,000 would have been considered unrealistic by any national committee. Nevertheless, the 1944 response from the country closely approximated that goal. He mentioned his experience as a member of the Board of the Cincinnati YMCA and the restrictions on its development resulting from local community chest budget. Finally, RABBI HELLER believed that the desire for national budgeting indicated a desire to transfer responsibilities to other shoulders rather than doing the hard job required locally. He believed that national budgeting would not be democratic since democracy means local communities can "take different attitudes and do different things." He said the present system with all its difficulties is a better system and more democratic.

He recognized the shortcomings and duplications currently involved and asked the Board and the Welfare Funds not to be tempted to adopt too facile and oversimplified a solution. The UPA's opposition to national budgeting is not on doctrinaire lines but because they have a feeling that "as things are constituted today the scales are weighted against us in the Council of Welfare Funds and in many ways in the Welfare Funds throughout the country. We have that feeling, whether it is right or wrong."

MR. SOL BRACHMAN stated that we all have the same objective in mind -- an equitable distribution of the funds and the best possible advice from the Council. He felt that the Council could go much further in its reports by stating whether the agency appealing for funds was doing a necessary job and that each organization should be fully evaluated in the reports. He was in favor of Mr. Goldsmith's proposal in studying the work directly overseas. He stated that in spite of local pressure groups they were able to persuade their local constituency on the validity of their allocations based upon factual information received from the Council. He believed that even with national budgeting, pressure on local budget committees by partisan groups would still continue.

MR. SOBELOFF stated that the two largest agencies of concern to the local welfare funds are the JDC and UPA. He reviewed the relationships of the local welfare funds to these two agencies under the 1944 UJA and Allotment Committee plan in contrast to the relationship to be expected in 1945, in the event that there is no UJA. In 1944 local welfare funds were not involved in the fund distribution but were informed by the JDC and by the UPA, with the assistance of three members of the Allotment Committee selected by them, how the funds were to be divided. He asked Rabbi Heller whether this was what he meant by democratic procedure. In 1945, if there is no UJA, pressures will be brought separately to each individual community where it will be debated on a local level. MR. SOBELOFF noted that Rabbi Heller considers this democratic: "Whether we work under one plan or another isn't up to us. We don't decide that. We take what is one kind of a democratic plan one year, another kind of an undemocratic plan the next year, and there is always an explanation as to why that is the best way, all things considered." On this basis there will not be objective study but vigorous pressures from supporting national agencies transmitted through local adherents and partisans. Set procedures were unsatisfactory and MR. SOBELOFF asked Rabbi Heller how he would improve on the process in local communities. He thought that Dr. Heller was making out a "pretty good case against local welfare funds in general rather than against national budgeting." "Our cities," said MR. SOBELOFF, "are committed to the welfare fund idea. If using Rabbi Heller's illustration, an agency cannot develop fairly as a member of a community chest, the parallel will be that it can't develop fairly by participation in the welfare fund and will therefore have to campaign independently. But if the welfare fund structure is accepted how can we build up our procedures to strengthen that form of organization?" MR. SOBELOFF referred to the fact that Palestinian agencies as well as others are campaigning independently of welfare funds in spite of the UPA being a large beneficiary. He endorsed a plan, perhaps along the lines of Mr. Goldsmith's proposal, that would establish a method of securing information and material which were not now available to welfare funds.

Assuming that Rabbi Heller agrees on the importance of the welfare fund structure, SOBELOFF asked: "Are we just unreasonable in our feeling that there is something lacking and that we are not getting what we want? And if we are not unreasonable, and if there is an element of truth, and a great element of truth, in our feeling that the whole situation is unsatisfactory, what other than any of these plans might be on the record toward a better appreciation on our part of what our responsibilities are and what the relationships of all these agencies are to each other and to the communities?"

RABBI HELLER answered that the UPA had submitted proposals for extensions of reporting service to the Budget Research Committee. MR. SOBELOFF replied that he had read these proposals but that they did not meet the basic needs of local welfare funds. RABBI HELLER went on to add that so far as he could speak for the UPA, he was delighted to adopt Mr. Goldsmith's suggestion of a committee making studies on the ground. He said it was not his intention and that he did not wish to create the impression that he was criticizing welfare funds. He thought that a national committee superimposed on local welfare fund procedures would "tend to congeal national giving."

MR. HILBORN cited the instance of an agency which in 1944 presented a national budget of \$486,000 and in 1945 proposed a budget of \$1,092,000. He asked Rabbi Heller how a local community is going to be able to determine intelligently whether to allocate funds in 1945 on a basis of 1944 expenditures or the 1945 budgets. "How," asked Mr. Hilborn, "are more than 200 communities going to appraise the needs of an agency which asks nearly three times as much in 1945 as it spent in 1944?" For this reason he was in favor of national advisory budgeting.

MR. GOLDENBERG stated that Mr. Hilborn's question was properly directed to Mr. Blaustein. He asked what the Budget Research Committee would do if it were confronted with such a request. "What situation," asked MR. GOLDENBERG, "exists in local communities which makes it so imperative to decide how much City X should raise (Mr. Sobeloff indicated that this was not the issue) and how much they should give to the various agencies?" MR. GOLDENBERG replied that if a national budgeting committee decided on an amount for an agency, it would necessarily have to have in mind how much could be raised in the various communities. He felt that more money could be raised by local decisions than by the more conservative action which might be made by a national Budget Committee. Local giving is not on a per capita basis, but on the basis of the potential giving ability of individuals. Similarly with local communities. There was no yardstick to measure potential giving ability. He agreed with Rabbi Heller that national budgeting was undemocratic since a national committee would advise local communities how much they should give the agencies in spite of the fact that local interests in the various agencies differ so widely. The issue was whether local communities should distribute their money on the basis of what the local contributors desire or on the advice of an expert committee which was national rather than local in character. He believed that national budgeting would lead inevitably to national direction over the affairs of the national and overseas agencies. He approved of Mr. Goldsmith's proposal since this went to the heart of the issue and developed facts concerning agencies and their needs and he believed that the Council could extend its fact finding and budget research work and if necessary spend another \$30,000 to \$40,000 for this purpose which he believed the communities would be willing to support. He believed that as long as local communities continued to handle their own fund distribution "We will have a vibrant, positive, effective Jewish life in this country. If the local community delegates all this to national agencies we shall have a sterile Jewish life."

MR. ISAAC HELLER of New Orleans stated that he was speaking particularly with reference to the experience in New Orleans. Facts with respect to all agencies received from the Council are available and used at all meetings of the local budget committee. These facts are considered together with the results of fund raising previous to the organization of welfare funds. This experience together with the interest of local givers determine the local allotment. National budgeting would add another criterion, i.e. the opinion of a national committee - "If there was a certainty on the part of all of the groups in the United States that the opinions that would be sent down to us were an accomplished fact, were entirely dispassionate and entirely uninfluenced by ideologies, by origins, by prejudices, were this a fact, I am sure that the agencies that would get less would immediately say that they were not unprejudiced, that this group weights the committee, that it is prejudiced in favor of this ideology or pro-Zionist, anti-Zionist, pro-defense appeal, anti-defense appeal, pro-this and anti-that. But I do not believe that with American Jewish life

the way it is today it is possible to get any committee, no matter how sincere and well meaning they may be, who will not be largely influenced by the preconceived opinions as to these agencies." He believed that the result would be a further means toward disunity and disorganization of our common action in dealing with critical problems all over the world. Communities will be divided and less money will be raised.

MR. GEORGE RABINOFF: "The standard of giving has been raised in all of our communities. How will local communities be able to budget when the trend in giving turns downward? It is a confession of weakness if we cannot find a group in this country with sufficient courage, conviction and intelligence to try to arrive at a national decision. What will happen to our local communities in a period of reduced fund raising if budgeting continues on a haphazard and emotional basis?" He believed that we must attempt scientific evaluation of all agencies and their needs. It is not important to discuss whether the national budgeting service is to be advisory or mandatory. He does not believe the national budgeting committee could cause local welfare funds to make allocations the latter did not want. We can all agree on the fact that we need more basic information. MR. RABINOFF stated that all agreed with Mr. Goldsmith's position as valid. In one respect in which national and local budgeting is analagous, is the need for basic information. While this is available in the local community where facts can be examined on the spot, it is not now available on national and overseas causes. Welfare funds must find a way of establishing their budgeting procedures on the basis of real information. Such evaluations are not now possible through the present methods in securing information. "Once we establish the facts for continuity on fact gathering you will have the basis upon which to proceed."

MR. LOUIS S. MYERS said: "In Kansas City we are very much in favor of national budgeting."

MR. JOSEPH GOLDSTEIN, speaking as a member of the Budget Research Committee, asked whether the definition given on page 8, of the report of the Budget Research Committee was the definition intended for national budgeting. If this is a definition, he would go along with the proposal. As he understands it, the definition says the national agency sets its budget as heretofore, which is then reviewed by the national budget committee and an attempt is made to agree materially as to what the budget and goal of the national agency should be. If the Budget Research Committee agree on the agency goal they would so inform the local communities. MR. GOLDSTEIN inquired: "What would be the procedure in the event that the Budget Research Committee and the agency did not agree?"

MR. LURIE, in explaining the difference between the present reports of the Council and the procedures of the proposed National Advisory Budgeting Committee, indicated that the basic difference was that the latter, after reviewing and evaluating an agency's program, would arrive at what it considered was an equitable national goal for the operation of the agency's program of work. This was also the basic difference between national budgeting and the suggestions made by the UPA for extension of the Council's present budget studies. He stated that at the present time local communities do not in reality depend upon their own decisions made locally but tend to imitate and follow what other communities do. This in reality was an undesirable form of national budgeting. Local welfare funds considered it more important to have the support of other cities' actions in making their decisions rather than to try to arrive at a local decision on the merits of the case. City A is always interested in what City B, C, D and E in its class, are doing. Various movements are developed for budgeting on a regional basis because group decision carries greater weight to the local community than a purely local decision.

DISCUSSION OF THE QUESTION OF NATIONAL BUDGETING WAS RESUMED AT THE SUNDAY MORNING
SESSION - FEBRUARY 11, 1945

In reopening the discussion - in order to place the issue clearly before the group, MR. BLAUSTEIN reread the definition of national budgeting as follows:

National budgeting is a review by a national committee, selected by the Council or the welfare fund members of the Council, based upon objective and thorough studies of the agency budgets. The national and overseas agencies would in the first instance, as heretofore, determine what their budgets should be. The national committee would then review the budgets and, together with the national and overseas agencies, would attempt to arrive at joint decisions on minimum amounts required for specific programs. These would be recommended - in an advisory way - to the welfare funds as the minimum goals for fund raising and fund distribution. It is assumed that the committee appointed for this task would be acceptable both to the member agencies and to the national and overseas organizations as an impartial objective group concerned primarily with reaching equitable decisions which would be helpful to fund raising and to budget processes.

In answer to Mr. Goldstein's question of what would happen if the national budgeting committee and any national agency could not agree, on an acceptable goal, MR. BLAUSTEIN said that the budgeting committee would advise the communities as to the items that had been agreed upon in the agency's budget and present both sides of the issue on disputed items in the agency's program of work.

MR. BLAUSTEIN asked if there were other questions that needed to be cleared up and JUDGE HOLLZER asked for an explanation of the difference between the term national budgeting and the "term, evaluating" the program of an agency." MR. BLAUSTEIN suggested that there was a distinction between evaluating the effectiveness and results of an agency's program, and questioning of the ideological or political aspect of its work. As an example, he discussed the program of the Vaad Hahatzala as an instance where the question of duplication of services with another agency would need to be examined and, at the same time, the differential in quality of services studied. In addition, in order to give the communities what they specifically demanded, i.e. the portion of Vaad Hahatzala's goal involved in the overlapping, the increased authority under 'national budgeting' would have to be granted.

MR. BLAUSTEIN then proceeded to review the arguments against national budgeting which had been offered. One of the opponents said he does not want communities to base what they give on what other communities are giving. MR. BLAUSTEIN said that is exactly the position of the proponents of national budgeting. It was evident that the purpose of advisory national budgeting is to suggest a definite yardstick as a guide to the allotment of local funds. It would be a substitute for present practices which based local decisions upon the averages of action by other communities thereby perpetuating unfairness in allotments. Some of the suggestions (made by the opponents of national budgeting) for substitutes for national budgeting were in reality national budgeting advice in principle without calling it by that name. Thus, national budgeting was necessary for authority to advise communities what one of the other opponents to national budgeting said he wanted, i.e. what part of the programs of organizations become dead and how much of budget of those organizations should be eliminated for that reason. "I think," said MR. BLAUSTEIN, "that we have carried certain notions and certain prejudices against national budgeting in our minds without the real understanding of what is intended by national budgeting."

As for the recent UPA proposals, it has been carefully considered by the staff of the Council's Budget Research Department. "That proposal does not in any way enlarge the present authority of the Council and in some respects shrinks the present scope of our budget research studies."

MR. BLAUSTEIN said: The question is not that of democracy or philosophy which some attempt to introduce. These are artificial and extraneous issues. The real issue as to national budgeting is this and only this. Will or will not local communities who have a sincere desire to meet their proper responsibility toward these tremendous Jewish needs be assisted in having facts as to programs and funds carefully examined with a view to arriving at equitable decisions? National budgeting would not be imposed on the communities. It is advisory and only those communities that want to use it would use it and would use it only to the extent that they wanted to be guided by the work of a competent and objective committee. Because of allegiances and pressures of local contributors, communities would not be likely to follow any advice which they considered unfair. We should seek outside advice as we do in our personal lives and evaluate it in relation to all other available information and our own desires and judgments. In our personal affairs we would be skeptical of sellers who would tell us that we had to rely solely on what they tell us without the right to investigate and seek outside advice. Just so, it strikes me as illogical and inconsistent position for any national or overseas agency to take that position. "The communities are doing the buying, the national and overseas agencies are doing the selling. Now, the communities have a right to know what they are buying. More than that, the people in the communities rely on the budget committees in the communities to know what they are buying. These local budget committees are entrusted with community funds as trustees, and they have just got to handle those funds as wisely as they can."

MR. BLAUSTEIN said it is not primarily a question of the amount of information. Voluminous data and materials which are offered communities without any conclusion confuses rather than helps most of the welfare funds. We have to point up our facts by being willing to follow them with the conclusion to which such facts lead - in the minds of a competent and objective group that have carefully studied the facts. Then the local communities can follow this advice or not as they see fit. As for the overseas on-the-spot study, MR. BLAUSTEIN said that he was in favor of it but to his mind this is not an alternative for national budgeting but collateral to it. He noted that the persons opposed to the national budgeting were most enthusiastic for this study and he hoped that this was not to be a method of postponing coming to grips with the real need for national budgeting.

Replying to the statement made by Rabbi Heller, that opposition to national budgeting was not limited to the UPA and Zionist organizations, MR. BLAUSTEIN stated that these happened to be the only sources which had openly expressed opposition to the proposal. National Budgeting, MR. BLAUSTEIN believed, would not impose ceilings or restrictions on giving. In fact, generosity would be encouraged by the reassurance of the needs and programs which such an advisory budgeting committee could offer. With many questions being raised about plans, programs, governmental and intergovernmental proposals, etc. "overseas agencies will have difficulty maintaining their floors, if they do not have the endorsement of such an impartial body."

MR. BLAUSTEIN stated that he was unable to understand the change in Rabbi Heller's views on national budgeting following the informal contacts he had with him. In these conversations, Rabbi Heller had agreed it would be possible to set up an objective committee in which the local communities as well as the national agencies could have full confidence, Rabbi Heller had also agreed that national budgeting might be put into effect on an experimental basis for three years to be ^{re}considered by the Council Assembly at the end of that time to decide whether to continue, discontinue or modify the project. However, after these conversations, the UPA administrative committee had unanimously

opposed the recommendations which had been acceptable to Rabbi Heller personally. MR. BLAUSTEIN regretted that Rabbi Heller was not present at the meeting at this point so that he could explain the reasons for his change of view. MR. BLAUSTEIN appealed to the UPA to go along with national advisory budgeting. In not doing so, he thought the UPA was going counter to the wishes of communities and against the general trend. MR. BLAUSTEIN concluded his remarks with a statement that what he was advocating was "sound not only for the communities but also for the national and overseas agencies."

MR. HENRY MONTOR presented in detail the proposals mentioned by Rabbi Heller for the extension and development of budget research services short of evaluation and advice on programs and needs. He said that in the three years of the operation of the Budget Research Committee there had been no intensive examination made of the UPA and reports were of routine character. He felt that additional staff should probably be added and more intensive reporting service instituted. MR. MONTOR then reviewed the statements of members of the Budget Research Committee, contained in the report that had been presented by Mr. Blaustein, calling attention to the fact that various members of the Budget Research Committee had had reservations and had made additional suggestions of procedure which indicated lack of unanimity.

MR. MONTOR concluded his remarks with a statement that "the Council has not performed the function assigned to it three years ago. It may be true that the Council didn't have the staff, that the manpower was not available, it may be that this Board or the member agencies didn't vote sufficient money to the Council to enable it to operate sufficiently. And if that be the case, is it fair, I ask you, to turn the tide and say that the reason we haven't been able to function is because the program itself has failed?"

(COPY OF PROPOSALS MADE BY UPA presented by Montor, attached as appendix to Budget Research Committee Report)

Explanation of the current scope and procedures used in the budget research studies in relation to the proposals which the UPA offer for extension of budget research work were made by MR. LUTIE. Referring to the longer studies published by the Budget Research Committee on the Hebrew University and ORT, MR. LURIE described how the procedures suggested by the UPA had already been employed in the course of these studies. However, while the longer reports were favorably received, most of the member agencies found their use limited. The staff and the Budget Research Committee had made an intensive study of these agencies as a result of which they might have been prepared to make specific evaluations and advice on what would be a fair budget for the current work of each of these agencies. Because the Budget Research Committee was restricted and not permitted to offer precise budgetary advice, these reports were lacking the one factor essential to the operation of local budget committees. Since the reports could not include recommendations, our member agencies found the reports rich in detail and fact but were at a loss to draw conclusions from the facts given. This is a task involving careful study and judgment and only a special committee charged with that function can really complete the studies in a practical manner. "The net result of these long studies can be estimated at about 10 percent of possible utility to our member agencies because of the limitations under which we were working. These were not limitations of staff or budget but the restricted scope in which the Budget Research Committee was permitted to operate. It is these limitations which the National Advisory Budgeting Proposal seeks to remove."

MR. ISAAC HELLER, New Orleans, at this point asked that the Board vote on the subject.

There was considerable discussion of the form of the motion and of next steps of procedure. In the course of discussion of the motion, the following additional statements are pertinent. MR. BLAUSTEIN pointed out that Mr. Montor had misinterpreted the response of the members of the Budget Research Committee. He stated that a result of the poll of the Committee members indicated that nine members of the Committee were in favor of national budgeting in principle, and three opposed. Several of those in favor had a number of specific suggestions on procedures and it is these variations in procedure rather than variations in principle which Mr. Montor had presented as though they were in opposition to national budgeting in principle. MR. BLAUSTEIN also called attention to a meeting of representatives of large city welfare funds and quoted from the conclusions reached at that meeting as follows: "In the discussion which developed, it became apparent that subject to certain exceptions stated below everyone present was in favor of the extension of the national budgeting process as being of great value to local budgeting. In this connection, it was asserted repeatedly that local budgeting for national and overseas causes is done at present in a very unsatisfactory fashion, because the communities are forced to act in the absence of adequate information and because there is a marked differentiation among the appeals, in that some have the emotional loyalties of local groups and others operate without such local support.

"It is necessary to extend the national advisory budgeting process to include decisions as to the amount of minimum budget for each organization participating in the welfare fund, with the concurrence of the organizations themselves if possible, and to advise the member agencies accordingly."

MR. BLAUSTEIN defined the question before the Board as follows: "The Board feels that national advisory budgeting as defined in the report of the Budget Research Committee, is imperative and should be instituted as soon as possible for 1946, if approval of the member agencies can be secured by that time. The Board will take steps as soon as possible to secure the formal opinion of the member agencies with respect to the above recommendation and as to the composition of the budgeting committee, if and when constituted. The budgeting committee shall consider the advisability and feasibility of investigations on the ground."

MR. GOLDSTEIN suggested that perhaps some compromise could be effected since two aspects were involved: "One is that the communities want extended service, they want more service, but I doubt very much whether the communities understand all of the implications involved in this business of national budgeting. It needs some clarification and I think it ought to be postponed to the next meeting, and in the meantime let's try and see if we can't work the thing out. I know there has been delay, but there is no great urgency, there is no great crisis in America which immediately demands that a decision must be taken today."

MR. BLAUSTEIN suggested that a resolution be adopted today for the purpose of sending it out by mail to the Board members for their study and action. MR. WILLEN suggested that it might be difficult to interpret the results of views expressed in a mail vote and suggested the subject be studied by the Budget Research Committee.

MR. FIRESTONE urged that a poll be taken by members of the Board present at the meeting.

MR. BLAUSTEIN explained that there had been meetings of the Budget Research Committee but that it had been difficult to get a full attendance and therefore the members were asked to express their views by letter. There would be similar difficulties in trying to have a meeting with the Committee for reconsideration and since most of the members of the Committee are members of the Board of Directors, consideration by the full Board would include them and have additional values.

The motion as finally worded is as follows: "RESOLVED that the proposal for national advisory budgeting be submitted to all the members of the Board of Directors of the Council with the request that they advise by mail whether they approve national advisory budgeting in principle or oppose it, and what changes in procedures, if any, they wish to suggest. The request for opinion of members of the Board is to be accompanied with a copy of the Report of the Budget Research Committee and a summary of the discussions at the Cincinnati meeting."

This motion to refer the national advisory budgeting proposal to Board membership for reactions was carried by a large majority with three negative votes.

A motion for the Board to go on record in favor of national budgeting was proposed and seconded as a basis for obtaining the views of the members then present at the Cincinnati meeting. The motion was carried with 12 in favor and five opposed and several not voting. MR. SHRODER stated that this was merely a test poll indicating sentiments of the 17 persons voting.

MR. SHRODER also announced that the procedure to be followed in connection with the first motion would be that after the poll had been received and before any further action is taken there will be a meeting of the Board to act on the results of the poll and to decide on next steps.



Special Bulletin:

Assembly Meeting Board of Directors Council of Jewish Federations and Welfare Funds

Cincinnati, Ohio - February 9-11, 1945

February 12, 1945

United Jewish Appeal

The threatened dissolution of the United Jewish Appeal overshadowed most of the sessions of the three day meeting which the Board of Directors of the Council of Jewish Federations and Welfare Funds has just concluded here. Climaxing weeks of efforts by Council officers to bring about an agreement between JDC and the UPA, the Board undertook further negotiations which brought no final decision due to the necessity of the UPA representatives to report back to their Executive Committee at a special meeting called for this afternoon (Monday) in New York.

Break-up of the UJA must be avoided, it was agreed. In the event that the UPA and JDC insist upon separate appeals, it was accepted by everyone that the Jewish welfare fund in each community would unite these campaigns on the local level. Both in the negotiations with the Committee and in the open Board meeting Dr. James G. Heller and Henry Montor for the UPA and Paul Baerwald and Joseph C. Hyman for the JDC pledged that there would be no separate campaigns in any welfare fund city.

Welfare Funds, it was pointed out, offer the one common meeting ground for all groups in American Jewry. They likewise represent the means for maximum aid to Jews overseas and in Palestine by providing a channel through which all Jews can meet their full responsibility to the totality of Jewish needs throughout the world. Thus, they have made joint appeals possible.

ASSEMBLY MONTH

The Board approved plans for designating the month of March as Assembly month for all local member agencies. These plans contemplate the holding of meetings in every local community for consideration of the matters discussed by the Board. While nothing can take the place of the General Assembly it is hoped that these meetings will provide an opportunity for consideration of the matters of major concern to every member agency.

Detailed plans are in preparation and will be transmitted promptly through the national and regional offices of the Council.

Whatever differences may arise on the national and international scene, localities will continue to advance as a unit. In any event, there will be only one appeal to the Jewish citizen of every fund community and he will be called upon to make one maximum contribution to the combined local, national and overseas needs.

The fact that the JDC and UPA had been unable to come to an agreement took precedence over all other business as soon as the Board went into session Friday morning. After hearing a report on the previous attempts made by the Council's special mediation committee to help the two agencies arrive at an agreement for 1945 and the expressed views of all of the Directors urging that such an agreement be reached, the Board designated a committee composed of William J. Shroder, Cincinnati, Daniel Shiman, Newark, Irvin Bettmann, St. Louis and Sidney Hollander, Baltimore to meet with representatives of the two organizations during the week-end and to report back to the Board before the meeting closed.

The Committee held several sessions at which various alternative proposals were considered. Major questions involved in the discussions concerned not only initial allotments, proportions, and scope of the Allotment Committee, but included the question as to whether the agreement between the agencies provided enough scope for direct and individual interpretation of their needs and programs.

The JDC representatives had been given authority to act for their organization and indicated their acceptance of the final compromise proposal suggested by the Council's Committee. The UPA representatives had no such authority and were required to report back to their Executive Committee. This Committee has been called into session by telegrams sent to them from Cincinnati and the UPA representatives stated that they would submit this proposal without recommendation. Complete details of the proposals discussed and further developments will be reported promptly to the members of the Council.

The Board authorized the President to appoint a committee to continue in closest possible touch with the two agencies in the maximum effort to achieve a United Jewish Appeal for 1945 and to deal with any developments that may occur locally and nationally in the event that separate appeals are undertaken.

Financing Prospects for 1945

The break among the major overseas agencies was the one dark cloud in the prospects for even more generous giving by the Jews of America, according to the report on fund raising prospects for 1945 submitted by Abe Srere of Detroit, Chairman of the Council's Committee on Financing of Welfare Programs. He reported that independent welfare funds in 1944 had increased allocations to national and overseas agencies by 46% compared with a 26% gain from welfare funds included in War Chests. In addition large sums had been raised for local capital financing of communal agencies aside from the amounts raised by synagogues and temples for similar purposes. Looking ahead it was expected that there would be further substantial gains in 1945 based on economic conditions and better welfare fund organization. A continuing favorable tax policy likewise would encourage increased giving.

Joseph Willen, Vice President of the New York Federation of Jewish Philanthropies and Melvin Title, Vice President of the Hartford Jewish Welfare Fund emphasized that there were still large untapped resources and that the ceiling of giving had by no means been reached. In his paper, Mr. Title expressed the belief that even with economic recession the gap between giving potential and giving achievement would still leave considerable margin for required increases. He emphasized further that the base of capital financing must be coordinated community study and planning.

Mr. Willen cautioned that with the unprecedented fund-raising possibilities must go a policy of intelligent and prudent spending.

Mr. Isadore Sobeloff, Executive Director of the Detroit Jewish Welfare Federation pointed to the necessity of looking ahead beyond the present war time situation and developing a program of greater and more systematic information on needs of the national and overseas agencies.

Leonard Seliger of Youngstown called attention to the advisability of small and medium sized communities planning jointly with large cities to share in the latter's development of facilities and capital financing, rather than attempting to duplicate such facilities in each community.

National Budget Research Service

Extension of budget research service to include evaluation of programs and total funds requested by national and overseas agencies was proposed by Jacob Blaustein of Baltimore, Chairman of the Council's Committee on National Budget

Research. The Committee made no recommendation but Mr. Blaustein urged that after three years experience with the limited fact finding service provided by the Council, it was now time to extend the service. With the concurrence of a number of welfare fund representatives Mr. Blaustein expressed the view that the present service is inadequate to enable welfare fund budget committees to allocate funds equitably and in accordance with established needs. He urged that an evaluative service was essential to accomplish sounder and more efficient budgeting by the welfare funds. Objection was raised by some of the welfare fund and national agency representatives to an extension of the budgeting service to include advice on quotas and evaluation of programs. Nevertheless a substantial number of Board members supported Mr. Blaustein's proposal in principle and it was determined to submit the question to the entire Board for an expression of opinion. It was agreed also that no action along these lines would be taken until a subsequent meeting of the Board and until the member agencies of the Council had an opportunity to express their views. Mr. Blaustein defined the extended budgeting advisory service as:

"a review by a national committee, selected by the Council or the welfare fund members of the Council, based upon objective and thorough studies of the agency budgets. The national and overseas agencies would in the first instance, as heretofore, determine what their budgets should be. The national committee would then review the budgets and, together with the national and overseas agencies, would attempt to arrive at joint decisions on minimum amounts required for specific programs. These would be recommended - in an advisory way - to the welfare funds as the minimum goals for fund raising and fund distribution. It is assumed that the committee appointed for this task would be acceptable both to the member agencies and to the national and overseas organizations as an impartial objective group concerned primarily with reaching equitable decisions which would be helpful to fund raising and to budget processes."

In considering the need for more information Samuel A. Goldsmith, Executive Director of the Chicago Jewish Charities, proposed that a commission be sent to Europe and Palestine to study needs and services on the spot, and to bring back their findings for the information and guidance of the Jewish welfare funds, This proposal was enthusiastically endorsed by the welfare fund representatives and by representatives of the JDC and the UPA.

Community Relations

David Sher, Chairman of the National Community Relations Advisory Council, reviewed the development of this organization since the resolution for its creation was adopted at the last General Assembly of the Council in Pittsburgh, February 1944. The central objective of the NCRAC was to make possible a more effective job of preventing and combatting anti-Semitism by achieving maximum collaboration of the national agencies and the local communities. He pointed to coordination of work in dealing with economic discrimination as an example of progress which was being made. Mr. Hollander as a member of the NCRAC Executive Committee concurred with Mr. Sher that some progress had been made and said he was hopeful that the competition and overlapping which still existed among the national agencies would be further reduced. The Board expressed gratification with these beginning efforts and called for fuller achievement of the purposes for which the NCRAC was established.

Erwin Oreck of Duluth, called attention to the lack of local organization and minimum programs of civic protective work in many communities and areas throughout the country. He pointed particularly to the absence of locally organized and controlled organizations for this purpose in New York and Chicago. Following discussion the Board authorized the President to appoint a committee to work with the NCRAC in developing local and regional services, representative of the communities operating within the framework of the central community organizations and working with the national civic protective agencies wherever necessary and feasible.

Papers prepared by Professor Robert M. McIver of Columbia University, Robert E. Segal, Executive Director of the Boston Jewish Community Council, and Bernard H. Trager, President of the Bridgeport Jewish Community Council were presented to the Board, analyzing the nature of the problem and calling for coordinated central planning and organization.

In the discussion attention was given to a special problem arising in in some communities with established central organizations which found national agencies setting up regional offices against their wishes. This was reported on a local and area basis, and strenuous objections were raised to this practice.

Post War Planning for Welfare Needs

An analysis of post war welfare problems was presented by Jerome N. Curtis of Cleveland, Co-Chairman of the Council's Committee on social service. He

pointed to the trend toward emphasis on services rather than relief, and emphasized that existing resources should be used to meet the requirements of veterans and civilians rather than establishing special agencies. In planning, he urged, federations should emphasize coordination of services as well as financing, and advocated flexibility and experimentation as a primary responsibility of privately supported social work agencies. Included in planning and policy making for veterans there should be representation of veterans themselves.

A. L. Surdran of Detroit in a paper read to the Board called attention to the severe dislocation to be expected among workers in war industries and urged careful planning of Jewish vocational services to fill in the gaps which may appear in government programs.

Interpretation and Participation

Developments throughout the country in promoting wide spread participation in Jewish communal service and in achieving maximum understanding of Jewish needs and activities were reviewed by Joseph Goldstein, Rochester and Avery Carp, Granite City. They pointed to the need for year-round programs and cited examples of activities in addition to fund raising. More important than techniques is the conviction that such participation and understanding is at the foundation of our work, Mr. Goldstein said. All of this was related to the broadening scope of Jewish community responsibilities.

Exhibit Awards

The importance of year-round educational activities and the lack of programs of this character were stressed by Bernard Alexander of Trenton, Chairman of the Exhibit Awards Committee in making his report to the Board. Mr. Alexander pointed out that no awards were made for year-round educational material other than house organs and urged all organized communities to give serious consideration to programs which will overcome this lack. The awards announced by

Mr. Alexander were as follows:

Class A - Communities with a Jewish population of 50,000 and over

For the best house organ - St. Louis Jewish Federation for its publication "Your Welfare"
For the best campaign material - Boston Combined Jewish Appeal
For the best individual piece - New York Federation for Jewish Philanthropies for its Certificate awarded to campaign workers

Class B - Communities with Jewish population of 10,000 - 50,000

For the best house organ - Dallas Jewish Federation for its publication "Federation News"
For the best campaign material - Rochester United Jewish Appeal
For the best individual piece - Rochester United Jewish Appeal for its display kit for campaign workers

Class C - Communities with Jewish population under 10,000

For the best house organ - Jacksonville Jewish Community Council for its publication "Commentator"
For its individual piece - Chattanooga Federation for its campaign letterhead

Administration

In accordance with the By-Laws and under a plan agreed to by the member agencies, the Board of Directors at one point constituted itself a session of the General Assembly for the transaction of necessary administrative business.

An Amendment enlarging the Board from 40 members to 60 was adopted; the total budget of \$178,154 for 1945 was approved together with a dues schedule based upon the same formula which existed in 1944 and adjusted to the average annual income of the member agencies for the years 1942, 1943 and 1944.

Mr. Hollander was reelected President. The Vice Presidents elected were Stanley C. Myers, Miami, William Rosenwald, Greenwich, Samuel Schneierson, New York and David M. Watchmaker, Boston. Ira M. Younker, New York was re-elected as Treasurer and Elias Mayer of Chicago Secretary.

Mr. Shroder was reelected Chairman of the Board.

The new members elected to the Board included Joseph M. Berne, Cleveland, Jacob Blaustein, Baltimore, Charles Brown, Los Angeles, Major B. Einstein,

St. Louis, Harry Epstine, Pittsburgh, Joseph Goldstein, Rochester, Walter A. Haas, San Francisco, Max Livingston, New Haven, James Marshall, New York, Henry Monsky, Omaha, Kurt Peiser, Philadelphia, Ben Sadowski, Toronto, David M. Watchmaker, Boston, Rabbi Jonah B. Wise, New York, Harris Perlstein, Chicago, Walton L. Strauss, Erie, Leon C. Sunstein, Philadelphia, Daniel Shiman, Newark, Donald Oberdorfer, Atlanta, Harold J. Goldenberg, Minneapolis, Louis S. Myers, Kansas City, Edward Suisman, Hartford, Sylvan Gotshal, New York.

In accordance with the Amendment, the following regional officers automatically become Board members - Milton Kahn, Boston, Isadore H. Hermann, Camden, Sol Brachman, Fort Worth, Dr. Harold G. Trimble, Oakland, Julian H. Krolik, Detroit, E. N. Grueskin, Sioux City and Edward H. Kavinoky, Buffalo.



1944 1945

*Arbitration Urged
on UJA Agencies*

GENERAL BULLETIN

For Member Agencies

No. **G - 4**

February 23, 1945

The following telegram was sent today to Mr. Paul Baerwald, president of the JDC and Rabbi James G. Heller, national chairman of the UPA:

Overwhelming welfare fund sentiment is that decision to conduct independent appeals by the JDC and UPA threaten to involve communities in extreme difficulties in raising funds and in arriving at equitable decisions on relative needs. Fears also expressed that less funds will be made available under these conditions in spite of largely increased needs. As president of the Council I strongly urge your organization to submit differences to arbitration by mutually acceptable procedure. Prompt action in response to this telegram essential to our mutual causes and objectives.

Sidney Hollander, President
CJFWF

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Arbitration would mean that the agencies would be willing to place their differences in the hands of one or more arbitrators who would make a decision which the organizations would agree in advance of the arbitration procedure as binding. We do not know at this time whether arbitration would be accepted by both parties. It was previously suggested in a telegram which Mr. Hollander sent to the agencies in advance of the Cincinnati Board meeting but no action on this suggestion was taken by the agencies at that time.

. We will keep you informed of developments.

COUNCIL OF JEWISH FEDERATIONS AND WELFARE FUNDS
NATIONAL OFFICE: 165 WEST 46th STREET • NEW YORK 19, N. Y.

C O P Y

NIGHT LETTER

February 27, 1945

To following presidents of Welfare Funds:

Baltimore	Milton Kohn
Boston	Samuel Markell
Chicago	U.S. Schwartz
Cincinnati	R.P. Goldman
Cleveland	Joseph Berne
Detroit	Judge Wm. Friedman
Hartford	Edward A. Suisman
Kansas City	Louis S. Myers
Los Angeles	H. A. Hollzer
Milwaukee	Berte C. Broude
Newark	Daniel Shiman
Philadelphia	Leon C. Sunstein
Pittsburgh	Charles J. Rosenbloom
St. Louis	Jesse Wolfort
San Francisco	Walter A. Haas

Arbitration proposal made to JDC and UPA in my wire of February 23 has been accepted by JDC within specified limits. Decision of UPA expected Wednesday or Thursday. Meanwhile changed conditions under which Jewish welfare funds may be required to operate this year call for considerable readjustment in local planning. Some of these cooperative procedures were discussed at a meeting of big city executives in New York February 24. Will report on details later. Among proposals suggested is possibility of using budget chairman or other designated welfare fund officer and executive from fifteen largest cities for arbitration process. If UJA is not reconstituted such group upon authorization of their agencies could serve as an intercity allotment committee for determining allocations for their respective communities after hearing agencies and full analysis of data. Urge prompt designation of your representative and please advise. Have just been informed that New York City UJA will announce tomorrow its allocations unanimously agreed upon. Will keep you advised of developments.

SIDNEY HOLLANDER, President
CJFWF

C O P Y

LETTER SENT TO 15 WELFARE FUND PRESIDENTS WHO RECEIVED SIDNEY HOLLANDER WIRE OF 2/27.

March 9, 1945

Dear

A number of favorable replies have been received to my telegram of February 27 suggesting an Inter-City Committee for UJA arbitration or to establish cooperative allotment procedures in the event that the UJA was not finally reconstituted. The purpose of this letter is to request welfare funds that have not yet taken action on my suggestion to advise us as soon as possible. In addition, the Chicago Jewish Welfare Fund is initiating and has taken action on a program of larger scope as outlined in a letter from Mr. Samuel A. Goldsmith, dated March 2nd.

My telegram of February 27 followed a full discussion with the executives of the 12 largest welfare funds at their meeting in New York City on February 24. At that time we did not know whether the proposal for arbitration would or would not be accepted by the UJA. On the basis of the discussion I agreed to invite the presidents of the 15 largest welfare funds to designate their budget committee chairman (or other welfare fund representative) and their executive director to serve as an intercity committee. If the JDC and the UJA both agreed, this group, we thought, might serve as the arbitrators. In the event that arbitration was not accepted, I suggested that the group meet jointly with the representatives of the UJA agencies, review budgetary and program data and in effect serve as an intercity allotment committee in behalf of their respective welfare funds for these agencies. Philadelphia, Milwaukee, Hartford, St. Louis, Kansas City, Baltimore and Pittsburgh have indicated that they will send representatives to a meeting to organize such a project. I do not know whether all of the cities named agree uniformly on specific procedures since the responses have been of a general character except for the resolution passed by the Board of the United Jewish Fund of Pittsburgh (copy attached).

At the request of the representatives of the large city executives, the Council is also planning some modest increases in services to its member agencies in publicity and campaigning in order to help coordinate the campaign and publicity services available from the individual agencies formerly in the UJA. This service will help take the place of the coordinated aid in campaigning and publicity formerly available from the offices of the UJA. The Council's efforts will not duplicate the publicity and campaign services now available from the individual national and overseas agencies since it is intended primarily to reduce duplication by adapting existing services for more effective use by our member agencies.

We may consider these proposals as experimental and designed to fill the gaps in local campaign and allotment procedures which have arisen from the dissolution of the UJA. The proposed activities are as far as I felt it was possible for me to authorize immediately on an emergency basis. I plan to submit to the next meeting of the Board of Directors of the Council any further suggestions for Council action which may be proposed.

If you have not previously notified us, I would appreciate hearing by return mail or wire:

- (1) Whether your organization has taken official action to join the proposed Inter-City Allotment Committee.
- (2) The names of your representatives.
- (3) The specific authority which you have delegated to your representatives in this matter.

Since a sufficient number of cities have or will accept the proposal we are planning a meeting to organize the project, probably within the next two or three weeks. A letter on time, place and agenda for this meeting will be sent you shortly.

Sincerely yours,
SIDNEY HOLLANDER, Pres.

COUNCIL OF JEWISH FEDERATIONS AND WELFARE FUNDS, INC.

National Office: 165 West 46 Street, New York 19, N.Y.

C O P Y

March 9, 1945

Mr. Joseph Berne, President
Jewish Welfare Federation
320 Chester Twelfth Bldg.
Cleveland, 14, Ohio

Dear Mr. Berne:

A number of favorable replies have been received to my telegram of February 27 suggesting an Inter-City Committee for UJA arbitration or to establish cooperative allotment procedures in the event that the UJA was not finally reconstituted. The purpose of this letter is to request welfare funds that have not yet taken action on my suggestion to advise us as soon as possible. In addition, the Chicago Jewish Welfare Fund is initiating and has taken action on a program of larger scope as outlined in a letter from Mr. Samuel A. Goldsmith, dated March 2nd.

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Council of Jewish Federations and Welfare Funds, Inc.

-2-

March 9, 1945

Mr. Joseph Berne, President
Cleveland, Ohio

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Sincerely yours,

(Signed) Sidney Hollander

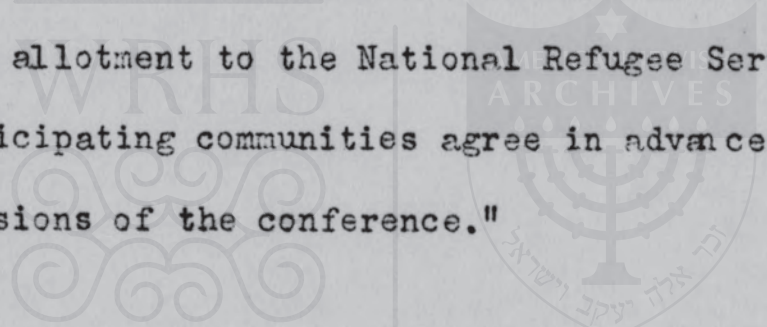
Sidney Hollander,
President

SH:AT

COPY

RESOLUTION Received from Pittsburgh United Jewish Fund 3-6-45

"VOTED that it is our primary interest that the United Jewish Appeal be reconstituted for 1945 for the sake of the united effort on the part of the Jewish communities of America; that to implement this, the Chairman of the Budget Committee be appointed to represent Pittsburgh in association with the representatives of the fourteen other largest cities of the country to act as an Arbitration Committee; and that if the constituent agencies of the United Jewish Appeal fail to accept arbitration, that we join in such conference with a view jointly to fixing the percentage division of the funds to go to the Joint Distribution Committee and the United Palestine Appeal and to fix an allotment to the National Refugee Service, on condition that all of the participating communities agree in advance that they will be bound by the decisions of the conference."



C O P Y

March 13, 1945

As a follow up to suggestions from Sidney Hollander to the fifteen large cities and on the basis of action taken by Chicago Jewish Welfare Fund and other large cities for the development of inter welfare fund cooperation on campaigning and allotments to agencies formerly in United Jewish Appeal we are arranging for an organizing meeting to be held in Cleveland March 31 and April 1 to define functions and procedures. President or Budget Chairman or other official representative of your Welfare Fund plus Executive Director urged to attend this meeting. Please reserve dates and arrange transportation. Details of place and agenda will follow by letter.

H. L. LURIE
Council of Jewish Federations & Welfare Funds

C O P Y

March 15, 1945

As you know, a great deal of interest has been aroused in the 15 large welfare fund cities following various recent meetings of executives and lay leaders concerned with the need of maintaining and developing their local funds under the changed conditions created by the dissolution of the UJA. At the request of the first of these meetings, Sidney Hollander, President of the Council, suggested some immediate steps to your agency which have been developed and elaborated by action taken by the Chicago Jewish Welfare Fund and other large cities. In general the response endorses the need and desirability of establishing some common policies and services.

I had the benefit Tuesday of discussing the matter further with Samuel Goldsmith of Chicago and we agreed that a first organizing meeting should be arranged to meet the expressed desires of representatives of the large welfare fund cities who wish to undertake the cooperative projects which have been suggested. Samuel Goldhamer of Cleveland has very kindly consented to make the arrangements in his city, which is centrally located for the purpose of the meeting on March 31-April 1* and I accordingly sent you a telegram from Chicago.

Discussions in the various welfare funds indicate that there is a broad area in which cooperative services can be established, both for dealing with the immediate problems in 1945, and to lay a groundwork for the continuation and development of these services in subsequent years. There have been various proposals differing in details which may be classified as follows:

1. Many of the large city funds wish to take the initiative in organizing an inter-city Welfare Fund process to help them with their 1945 allotment problems. Once this is established, cities holding Spring campaigns can if they wish, decide on a lump sum amount for the agencies formerly in the UJA, and proceed with their regular campaign and fund-raising plans. In the meantime, the inter-city allotment committee can be established, and its procedures developed for the purposes of formulating a group judgment concerning the most equitable distribution of the funds raised in 1945.
2. There is a difference of opinion as to whether the local representatives to the proposed inter-city Welfare Fund Allotment Committee should serve with a prior commitment on the part of their respective welfare funds to abide by the decisions reached, or whether equally valuable results can be achieved through an Advisory Inter-City Committee leaving the final formal decision to be reached in each local community.
3. The suggestion made by Chicago, which has received considerable approval, that as soon as possible an overseas study be organized to serve as the groundwork for action on allotments in subsequent years.
4. The desirability of establishing campaign publicity and other joint services to supplement services available from the agencies formerly with the UJA, and to develop these services on a cooperative basis among the various cities.

Without attempting to set down a final agenda for the suggested March 31 - April 1 meeting, the following steps are indicated:

1. Selection by each Welfare Fund of its designated representative who, together with the Executive Director of the Agency, will participate in the

* Place of meeting will be announced later.

organizing meeting. Whether or not the communities wish to send their representatives with instructions, it would be desirable to keep final local decisions on procedures open to await the results of the meeting on organization.

2. At the meeting the group will organize itself, select its chairman, and decide on other matters of general procedure.
3. An important first item of business is to decide on the procedures which will be established for the purpose of arriving at a group decision on allotments. This involves procedures in securing information, agency hearings and conferences, etc.
4. Consideration will need to be given to the establishment of essential procedures and machinery for the study of overseas programs proposed by Chicago.
5. A review of available campaign and publicity services including those developed by the office of the Council and available from the agencies.
6. The 15 cities that have been asked to cooperate were selected on the basis of the largest cities in terms of population and size of Their Welfare Fund. The number was designed to include a working group which was not too cumbersome. The action to be developed by this group of cities is of considerable interest to all other communities, and many have expressed the desire to participate or at least to be kept informed. At the organizing meeting relationships with other communities desiring to participate should be discussed.

It should be emphasized that these developments are an expression of the initiative and spontaneous action of the large Welfare Fund cities. It holds out great promise for the establishment of policies and services which are bound to be mutually beneficial. Needless to say it is very urgent that your city be properly represented, and I hope that you have secured your transportation.

Please fill out and return the enclosed card promptly. Cleveland will assist with the securing of hotel rooms and a suitable place for the meeting.

Sincerely yours

H. L. LURIE
Executive Director

HLL:AS
Enc.

COUNCIL OF JEWISH FEDERATIONS AND WELFARE FUNDS, INC.

March 16, 1945

FROM: H. L. LURIE, Executive Director

TO: Members of Board of Directors

As you probably know, the dissolution of the United Jewish Appeal has been followed by meetings of large city executives, our regional organizations and other groups. On the whole, the professional and lay leadership especially in the large cities, while deeply regretful of the break and concerned with its possible effects on local fund raising, are confident that their local welfare funds are sufficiently well established and able to deal with difficulties arising from the changed situation. However, there is a general feeling that some adjustments to meet the new problems will require cooperative action on a regional or inter-city basis.

At a meeting of executives held in New York City February 24-25, attended by representatives of 12 large communities, inter-city cooperation in determining allotments to agencies previously in the UJA was proposed. Sidney Hollander, president of the Council, was asked to bring such a suggestion formally to the attention of the presidents of the 12 cities represented at the meeting plus three additional cities whose representatives were unable to attend. See copy of telegram from Sidney Hollander attached.

The Chicago Jewish Welfare Fund has further developed programs for action and has asked fourteen other large cities to join in developing these proposals.

A follow up letter was sent by Sidney Hollander on March 9, (copy attached). Considerable interest in these suggestions has been indicated though there are some differences of opinion, and a meeting of community representatives is being arranged. The telegram and follow-up letter for this Organizing Meeting called for March 31-April 1, is enclosed for your information. It is expected that the Jewish welfare funds which have not yet taken any action will be represented, as well as others who have indicated approval or who have deferred decision and will send observers.

HLL:as
Enclosures

5. Heller
NIGHT LETTER

C
O
P
Y

MARCH 20, 1945

MR. SIDNEY HOLLANDER, PRESIDENT
COUNCIL OF JEWISH FEDERATIONS AND WELFARE FUNDS
145 WEST 46th STREET
NEW YORK CITY

WORD HAS COME TO US THAT THE CHICAGO JEWISH WELFARE FUND, IN COOPERATION WITH THE COUNCIL OF FEDERATIONS AND WELFARE FUNDS, IS ENDEAVORING TO ASSOCIATE WITH IT A NUMBER OF MAJOR COMMUNITIES FOR PURPOSE OF ARRIVING AT FORMULA FOR DISTRIBUTION OF FUNDS BETWEEN JOINT DISTRIBUTION COMMITTEE AND UNITED PALESTINE APPEAL. WE BELIEVE THAT THE RESULT OF SUCH A SCHEME WILL BE TO BYPASS THE WILL OF EACH COMMUNITY AND TO HAND OVER TO A SMALL GROUP OF PEOPLE THE FATE OF THE MOST PRECIOUS CAUSES IN JEWISH LIFE. AS THE COUNCIL HAS EVERY REASON TO KNOW, UPA MADE STRENUOUS EFFORTS TO AVOID DISSOLUTION OF UNITED JEWISH APPEAL. IT OFFERED TO SUBMIT ALL DIFFERENCES TO THE THREE NEUTRAL MEMBERS OF THE 1944 UJA ALLOTMENT COMMITTEE. IT OFFERED TO SUBMIT TO MEDIATION BY ANY COMMITTEE OF THE COUNCIL SELECTED BY MUTUAL AGREEMENT. IT PROPOSED THAT ALL FUNDS RAISED IN 1945 BE ENTRUSTED TO AN ALLOTMENT COMMITTEE WITHOUT THE FIXING OF RATIOS SO THAT FUNDS WOULD BE DISTRIBUTED IN 1945 IN ACCORDANCE WITH PROVED NEED. THE JDC REJECTED EACH OF THESE PROPOSALS OF UPA TO TAKE THE DECISION OUT OF THE HANDS OF THE JDC AND UPA AND PLACE IT IN THE HANDS OF NEUTRALS SELECTED BY MUTUAL AGREEMENT. WITH THE DISSOLUTION OF THE UJA THE DECISION AS TO THE DISTRIBUTION OF FUNDS IS NOW PLACED DIRECTLY IN THE HANDS OF EACH COMMUNITY. UPA PLEDGED ITSELF TO REMAIN WITHIN THE FRAMEWORK OF EACH LOCAL WELFARE FUND, PREPARED TO TRUST TO THE FAIRNESS AND GENEROSITY OF EACH INDIVIDUAL COMMUNITY REACTING TO THE CROSS SECTION OF THAT COMMUNITY. WE BELIEVE THAT IT IS HEALTHY FOR EACH COMMUNITY TO DISCUSS THE PROBLEMS OF THE JEWISH PEOPLE AND OF PALESTINE. AS LONG AS EACH COMMUNITY EXPRESSES ITS OWN CONVICTIONS, UPA IS PREPARED TO ACCEPT ITS DECISION. BUT THE PRESENT EFFORT OF SEVERAL MAJOR COMMUNITIES IS BOUND TO STRANGLE THE WILL OF THE INDIVIDUAL COMMUNITIES AND TO BLOCK THE WILL OF THE MASSES IN EACH

MARCH 20, 1945

INDIVIDUAL COMMUNITY. NO EFFORT HAS EVER BEEN MADE TO SET QUOTAS OR TO DETERMINE ALLOTMENTS BY JOINT ACTION WITH RESPECT TO OTHER AGENCIES WHICH APPEALED TO WELFARE FUNDS THROUGHOUT THE COUNTRY. THIS WAS NOT DONE IN THE PAST EVEN WHEN IT WAS BEING URGED UPON THE DEFENSE GROUPS INVOLVED IN COMPETITIVE ENTERPRISE IN THE SAME FIELD THAT THEY COMBINE. UNDER THESE CIRCUMSTANCES, THE UPA WILL NOT CONSIDER ITSELF BOUND IN RESPECT TO ANY GROUP OF COMMUNITIES WHICH MAY TRY TO IMPOSE THEIR WILL ON INDIVIDUAL COMMUNITIES BY PROCESSES WHICH ARE NEITHER SOUND NOR DEMOCRATIC. WE HAVE THE FULLEST CONFIDENCE IN THE INTELLIGENCE, THE FAIR JUDGMENT AND THE COMPETENCE OF THE LEADERS OF EACH INDIVIDUAL JEWISH COMMUNITY TO ARRIVE AT CONCLUSIONS WHICH ARE REPRESENTATIVE OF THE WILL OF THAT PARTICULAR COMMUNITY. WE DO NOT BELIEVE THAT ONE OR TWO CITIES, PARTICULARLY ANY WHICH HAVE A COMPARATIVELY POOR RECORD OF JEWISH RESPONSIBILITY IN TERMS OF GIVING TO PALESTINE AND OVERSEAS CAUSES, ARE ESPECIALLY GIFTED TO DIRECT THE REST OF THE JEWS OF AMERICA AS TO HOW TO DISPOSE OF THEIR FUNDS.

JAMES G. HELLER, NATIONAL CHAIRMAN
UNITED PALESTINE APPEAL

MARCH 20, 1945

NIGHT LETTER

COUNCIL OF JEWISH FEDERATIONS AND WELFARE FUNDS IS COOPERATING WITH WELFARE FUND IN CHICAGO AND SEVERAL OTHER CITIES IN ORGANIZATION OF INTERCITY ALLOTMENT MACHINERY WHICH REPRESENTS GRAVE DANGER TO POSITION OF PALESTINE. COUNCIL PLAN MERELY ANOTHER FORM OF NATIONAL BUDGETING WHICH WOULD PLACE FATE OF JEWISH HOMELAND IN HANDS OF SMALL GROUP HOSTILE TO AIMS AND PROGRAM OF UNITED PALESTINE APPEAL. COUNCIL NOW CIRCULATING MAJOR CITIES TO ENLIST FULL PARTICIPATION IN THIS PLAN. URGE YOU TO ACT PROMPTLY AND VIGOROUSLY TO PREVAIL UPON YOUR WELFARE FUND TO REFUSE TO PARTICIPATE IN MEETING CALLED FOR THIS PURPOSE MARCH 31. IF DEMAND FOR TOTAL NONPARTICIPATION DOES NOT PREVAIL URGE THAT REPRESENTATIVES OF WELFARE FUND BE SENT ONLY IN CAPACITY OF OBSERVERS WITHOUT POWER TO ACT. UPA PLEDGE TO WORK THROUGH LOCAL WELFARE FUNDS IN 1945 CANNOT APPLY TO THIS SCHEME WHICH WILL REMOVE FROM LOCAL COMMUNITY DEMOCRATIC RIGHT AND PROCEDURE OF DETERMINING ITS OWN ALLOTMENTS. THEREFORE YOU CAN INFORM LOCAL WELFARE FUND THAT UPA WILL OPPOSE ANY WELFARE FUND AFFILIATION WITH THIS NON-DEMOCRATIC PLAN WHICH CONSTITUTES GRAVE THREAT TO CAUSE OF PALESTINE.

JAMES G. HELLER, NATIONAL CHAIRMAN
UNITED PALESTINE APPEAL

1945

OVERSEAS - PALESTINE

BUDGETING BULLETIN

For Member Agencies

No. B - 2

April 1945

UNITED PALESTINE APPEAL (UPA)
41 E. 42 Street New York City

Statement on 1944 Finances and 1945 Budget

The United Palestine Appeal is a joint agency for raising funds in the United States on behalf of the Jewish National Fund (Keren Kayemeth) and the Palestine Foundation Fund (Keren Hayesod). The JNF is concerned mainly with the purchase of land in Palestine and with its preparation for cultivation. The Palestine Foundation Fund is the fiscal instrument for the Jewish Agency for Palestine, which performs a great many functions for the Jewish settlement in Palestine, including provisions for immigration and training, establishment of agricultural settlements and providing for their security, aid to trade, industry, and labor, partial support of the school system, social welfare, and the like. While American funds for the regular program of the agency are obtained through the UPA, American financing for the Youth Aliyah program (maintenance and education of immigrant children and youth) also administered by the Agency, is provided through the Hadassah.

The UPA is reconstituted every year on the basis of an agreement concluded between the two agencies. This agreement permits the two agencies to retain any bequests or legacies. In addition, the JNF is permitted to raise funds through "traditional collections", the net proceeds of which are transmitted to the UPA.

The charges against the income of the UPA include, in addition to the administrative and promotional expenses, miscellaneous grants (including the Hebrew University in Palestine) and service payments to American Zionist organizations. Of the net income, a fixed allocation is made to the Mizrachi Palestine Fund for the maintenance of supplementary agricultural, educational and religious institutions in Palestine. In 1944, the allocation to Mizrachi was \$250,000. The grant for 1945 has been set at \$400,000. The balance, after deduction of these charges, is divided equally between the JNF and Palestine Foundation Fund.

From 1939-44, the UPA derived its funds from the campaigns of the United Jewish Appeal. Since the UJA agreement was not renewed in 1945, an independent appeal is being conducted during the current year. For an analysis of UJA finances and the allocation of UJA funds to the UPA from 1939-44 see CJFWE budgeting bulletin, B-1, March 1945.

A summary statement of cash receipts and disbursements of the UPA for calendar years 1944 and 1943, based on audited reports, follows:

COUNCIL OF JEWISH FEDERATIONS AND WELFARE FUNDS
NATIONAL OFFICE: 165 WEST 46th STREET • NEW YORK 19, N. Y.

Receipts

	<u>1944</u>	<u>1943</u>
From United Jewish Appeal		
1944 campaign	\$ 7,549,255	--
1943 "	2,751,000	\$3,885,000
1942 "	108,813	1,711,000
1939-41 "	42,453	70,509
From Jewish National Fund	1,100,000	1,250,835
Miscellaneous (including bequests)	4,447	5,215
Total	\$11,555,968	\$6,922,559

Disbursements

Allocations to		
Jewish National Fund	\$5,369,123*	\$3,273,499*
Palestine Foundation Fund	5,369,123*	3,273,499*
Jewish Agency (special grant)	300,000	--
Mizrachi Palestine Fund	250,000	125,000
American Friends of the Hebrew University	30,000	30,000
Miscellaneous	--	212
Service payments		
Zionist Organization of America	54,000	54,000
Other (Mizrachi, Poale Zion, Hashomer Hatzair)	20,800	20,800
Executive Committee Grants	9,580	5,027
Administration, promotion and publicity	156,906	109,813
Total	\$11,559,532	\$6,891,850

* UFA allocations are turned over to the New York offices of the JNF and Palestine Foundation Fund, which in turn transmit the funds to the parent organizations in Palestine, after deducting payments made in the United States. Such payments (exclusive of JNF fund-raising costs which are deducted from traditional collections) amounted, in 1944, to \$527,077, of which \$126,722 was for expenses incurred in New York at the direction of the Palestine agencies; \$13,355 in administrative expenses of the Palestine Foundation Fund; \$25,000 appropriated by the Palestine Foundation Fund to the Commission on Palestine Surveys; and \$362,000 paid by both constituents to the American Zionist Emergency Council.

Finances of UFA Constituent Agencies

The finances of the Palestinian agencies are based on a fiscal period of October 1st to September 30th and cannot, therefore, be completely correlated with calendar year figures of the UFA.

Total income of the Jewish Agency, Keren Hayesod and Keren Kayemeth amounted to \$17,139,312 in the fiscal year October 1, 1943 through September 30, 1944. Of this amount, \$8,183,562 was obtained from the United States, the balance having been supplied by contributions in Palestine and other countries, government grants (in the case of the Jewish Agency) and earnings.

For the fiscal year ending September 30, 1945, the budgets of the Palestinian agencies have been set at about \$34,000,000. It is anticipated that income from other than American sources will remain at the previous year's level of about nine million, leaving approximately \$25,000,000 to be supplied from funds raised by the United Palestine Appeal.

A detailed comparison of 1944-45 budgets and 1943-44 expenditures of the

Palestinian agencies is provided below. Note that the figures for the Keren Hayesod and Jewish Agency do not include the Youth Aliyah program.

Jewish Agency and Keren Hayesod

	Budget <u>1944-45</u>	Expenditures <u>1943-44</u>
Immigration and Relief, mainly for care of refugees entering Palestine (includes emergency housing in 1944-45) *	\$ 4,718,250	\$ 3,567,864
Agricultural Settlements, including establishment of new settlements and expansion of old settlements	5,580,900	3,305,816
Trade and Industry and Labor Departments - loans and investments, training, etc. (includes housing in 1943-44)	2,332,800	1,660,061
National Organization and Security, in- cluding welfare programs for armed forces, recruiting, Arab-Jewish rela- tions and other political activities, Jewish Agency offices abroad, etc.	2,025,000	2,307,654
Education and Culture, mainly for school system of the Vaad Leumi	526,500	346,060
Religious affairs and Grants to Institutions, including Yeshivoth and secular cultural and welfare organizations	247,050	203,553
Repayment of loans and interest	567,000	413,393
Administration	279,450	340,749
Reserve	307,800	--
Total	\$16,584,750	\$12,145,150

* It is estimated that 15,000 Jews came to Palestine in 1944. The immigration schedule for the six month period from October 1, 1944 to March 31, 1945 provides for 10,300 certificates.

Keren Kayemeth

	Budget <u>1944-45</u>	Expenditures <u>1943-44</u>
Purchase of Land	\$12,332,250	\$5,836,471
Development and Maintenance of Land	1,085,400	1,264,467
Afforestation	115,830	78,428
Repayment of Loans and Interest	3,771,262	2,325,250
Administration	424,942	349,689
Total	\$17,729,684	\$9,854,305

OVERSEAS

1945

BUDGETING BULLETIN

For Member Agencies

No. B - 3

April 1945

AMERICAN JEWISH JOINT DISTRIBUTION COMMITTEE (JDC)
270 Madison Avenue New York City

Statement on 1944 Finances and 1945 Budget

The JDC has functioned since 1914 as the major channel for the distribution of American funds in aiding distressed Jewish populations overseas. From 1939-44, the JDC was, along with the United Palestine Appeal and the National Refugee Service, a constituent agency of the United Jewish Appeal and derived the bulk of its income from funds raised by the UJA in the United States. Additional income was obtained from JDC campaigns in Canada, South America, and other countries. A summary of UJA finances in 1939-44 and an analysis of the distribution of UJA income among the JDC and other beneficiaries is contained in CJFWF Budgeting Bulletin B-1, March 1945. The JDC is campaigning independently in 1945.

Income and Expense

The accounts of JDC are kept on an accrual rather than cash basis. A summary of income and expense for 1944 and 1943 is given below; the 1944 figures are incomplete, since additional income will be obtained from funds which are still to be divided among the UJA agencies by its Allotment Committee - from net proceeds of its 1944 campaign.

<u>Income</u>	<u>1944</u>	<u>1943</u>
UJA Campaign - 1944	\$13,872,558	\$ --
Prior UJA campaigns and JDC campaigns prior to 1939	272,418	9,460,982
Canada	293,962	214,221
South America and other foreign countries	<u>48,367</u>	<u>36,254</u>
Total	\$14,487,305	\$ 9,711,457
<u>Expense</u>		
Allocated to functional program	\$19,389,387	\$ 9,940,052
Operating expense: Overseas	195,000	146,000
New York City	265,259	223,000
Information and community service	<u>162,325</u>	<u>144,000</u>
Total	\$20,011,971	\$10,453,052

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Though the above figures for 1943 (on an accrual basis and involving appropriations rather than cash expenditures) show a deficit, adjustments made as of January 1, 1944 resulted in a surplus in the general fund, amounting to 766,018. The cumulative deficit as of the end of 1944 (after taking account of a working fund of \$620,000 which was established prior to 1939) was \$4,138,532. Of this amount, \$3,046,532 represents reserves to cover "obligations incurred for the continuation of the relief and rescue programs in the occupied countries through the method of local borrowings on the credit of the JDC for which reimbursement will be made for the most part after the war". Note that these figures do not take account of additional 1944 income to be received from the UJA.

Allocations for Program, 1944

A total of \$19,389,387 was allocated by JDC for its program of relief and rescue activities in 1944. This sum represents an increase of almost 100 percent over program allocations in 1943. The increase, as may be seen from the table below, was accounted for almost entirely by the considerable expansion of three types of services: aid in territory liberated by Allied arms during the year; aid in territories still under Axis occupation during the year; and emigration. Included in the total of \$3,640,000 spent for emigration is a sum of approximately \$3,000,000 allocated for the rescue of Jews from occupied territory in the Balkans to Palestine. A total of over \$5,000,000 was allocated for aid in occupied territory. Included are appropriations for rescue work, the largest of which was \$1,000,000 for the rescue of Jews from occupied Hungary; direct remittances of cash and food and clothing parcels; and over \$1,500,000 set aside to meet borrowing by local communities in occupied countries, chiefly France and Poland.

Allocations for work in allied and neutral countries were also increased in 1944, though to a lesser degree. The countries largely accounting for this rise were Switzerland and Spain, where JDC provided maintenance for increasing numbers of refugees.

While program allocations for 1944 amounted to \$19,398,387, actual disbursements recorded against this program during 1944 totaled \$14,089,307; in addition \$2,423,243 was paid out during 1944 on account of the 1943 program and \$38,414 for programs of earlier years. Total cash payments (for functional program) thus amounted to \$16,550,964 in the period January - December 1944.

A detailed list of appropriations for the program in 1944 with the corresponding figures for 1943 is presented below:

	<u>Appropriations in</u>	
	<u>1944</u> <u>(Preliminary)</u>	<u>1943</u>
TOTAL	<u>\$19,389,387</u>	<u>\$9,940,052</u>
Relief in Allied and neutral territory	<u>7,841,092</u>	<u>6,234,117</u>
Switzerland	1,893,000	1,088,106
Spain and Portugal	1,649,000	1,344,000
Russia-aid to refugees and evacuees	1,200,000	675,000
through Russian Red Cross	--	500,000
Palestine (Rescue and Relief)	800,000	130,000
Polish & Belgian Refugees (through		
governments in exile)	550,000	620,000
North Africa	391,050	319,050
Other countries in Eastern Hemisphere		
(Turkey, Sweden, etc.)	245,262	180,261
Maintenance Guarantees - Surinam and		
Switzerland	--	300,000
Central & South America (including		
support to agricultural settlements		
through Agro-Joint)	654,000	900,000
Religious & Educational Assistance,		
primarily in Palestine (including		
Passover relief)	458,780	177,700
Emergency Aid in Occupied Territory	<u>5,111,000</u>	<u>2,870,000</u>
France	1,450,000	1,800,000
Hungary	1,300,000	100,000
Other countries (Belgium, Holland, Rumania,		
Czechoslovakia, Yugoslavia, Shanghai)	1,540,000	540,000
Parcels - various countries	281,000	60,000
Through International Red Cross	100,000	370,000
Through War Refugee Board and		
Discretionary Fund	440,000	--
Emigration	<u>3,640,000</u>	<u>672,035</u>
Emergency Aid in Liberated Territory	<u>2,685,000</u>	<u>5,000</u>
Italy	340,000	5,000
Poland	885,000	--
Balkans	910,000	--
France	400,000	--
Belgium	150,000	--
Grants to Cooperating Agencies, post-war		
planning, etc.	<u>112,295</u>	<u>158,900</u>

Program Requirements - 1945

JDC budgets on a month to month basis. Its 1945 needs as estimated at the end of 1944 call for \$46,570,000, of which \$750,000 is for functional and operating expenses. The distribution of the \$45,820,000 for the functional program is as follows:

For emigration	\$ 4,000,000
For regular relief programs, mainly in neutral and Allied (Russia) territory & territory liberated sufficiently long for establishment of regular program	6,870,000
For emergency relief, mainly in recently liberated territory (France, Rumania, Belgium, Bulgaria, Greece, Yugoslavia) - estimated 343,000 Jews in need	18,700,000
For emergency relief and rescue, mainly in occupied territory (Hungary, Poland, Holland, Czechoslovakia) - estimated 350,000 Jews in need	12,250,000
For rehabilitation & reconstructive aid (economic & cultural) in liberated territory	2,500,000
Reserve for emergencies	1,500,000
Total	\$45,820,000

1945

BUDGETING BULLETIN

For Member Agencies

No. B - 4

OVERSEAS

April 1945

American Jewish Contributions to Jewish Overseas Agencies in Overseas Areas and Palestine, 1944

Explanation

The attached table represents a compilation of the receipts and expenditures of overseas agencies, designed to establish separate totals for expenditures in Palestine as distinct from other areas overseas. The table is based on material which was submitted to the CJFWF by the overseas organizations, and which is, in some respects, not altogether complete. While in most cases the figures used are taken from complete bookkeeping summaries or audits, in several instances it was necessary to use estimates. Furthermore, the segregation as between Palestine and other overseas areas had in some cases to be estimated in the absence of complete detail.

The list of agencies included in the table is limited to the standard set of Jewish overseas organizations covered in CJFWF bulletins and reports, plus the American Jewish-World Jewish Congress and the Jewish Labor Committee, which operate an overseas program in addition to their United States program of combatting anti-Semitism. Reference is made below to the omission from the table of important organizations for which information is not accessible.

In the entries for income, an attempt has been made to exclude receipts from sources other than the U. S., since the purpose of the table is to establish the expenditure of funds raised in this country. Since, however, the money received from foreign sources is not earmarked for any specific type of expenditure (except in the case of the World Jewish Congress), such segregation is not practicable for expenditures. This problem is in any event not too important since income of the agencies listed in the table from outside the U. S. is relatively small.

For purposes of this table expenditures are divided as between transmission of funds abroad and expenditures in the U. S. and Canada. The foreign transmissions are in their turn divided as between moneys intended for expenditure in Palestine or by organizations domiciled there and other funds. Note that under this procedure the expenditures by the Joint Distribution Committee and the Hias in financing transportation to Palestine are not included in the Palestinian category.

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NATIONAL OFFICE: 165 WEST 46th STREET • NEW YORK 19, N. Y.

Analysis of Totals

The table shows that the incomplete total of expenditures in 1944 for overseas programs was about \$37,049,000, of which the Palestinian organizations accounted for about \$16,570,000. Actual transmissions abroad were, of course, smaller since a certain amount of money was spent here for administration and fund raising as well as for integral parts of the overseas programs which could be carried out in the U. S. These transmissions amounted to \$34,392,000, of which Palestine accounted for \$16,289,000.

Since the interest in the figures is centered on the distinction between Palestinian programs and other overseas programs, it is probable that the most useful summary of this table can be arrived at by using the totals of expenditures for the two classes of organization - overseas and Palestine - subject to adjustment for expenditures in Palestine by overseas agencies and for expenditure overseas by Palestinian agencies. On this basis the control figures are: total - \$37,049,446; overseas - \$19,388,797; Palestine - \$17,660,649.

Before proportions are calculated, attention should be drawn to the fact that some notable omissions are present. Among the non-Palestinian overseas organizations we have not listed the numerous landsmanshaften and other fraternal and benevolent organizations, which though they operate on a small scale account among them for a sizeable total. While some landsmanshaften have entered into an agreement with the JDC under which their special collections are added to the income of the UJA for 1944, it should be noted that this agreement was reached late in the year and is not fully reflected - if it is reflected at all - in the income received by the UJA beneficiaries. Furthermore, this agreement covers only a portion of the field. Suffice it to note that the collections in kind for the Russian War Relief supported by the landsmanshaften and similar organizations through the Jewish Council for Russian War Relief ran in 1944 into more than \$10,000,000. Clothing collections have also been conducted - to note in passing - by the Jewish Labor Committee and the Women's division of the American Jewish Congress, not reflected in the figures entered in the table for these organizations. In reference to Russia and Russian-held territory, it should also be noted that money drives have been held by the Jewish division of the International Workers Order, the Icor, the Ambijan Committee, etc.

Among the Palestinian organizations, too, the omissions are numerous. First, it is to be noted that we have no information on some fifty fund-raising offices in this country of Palestinian yeshivoh, kolelim and other charitable organizations. It has been estimated by some persons in close touch with the situation that their collections in 1944 may have exceeded \$1,500,000. Second, there are a number of organizations which collect funds for Palestine more or less on a party or factional basis - Vaad Bitachon, Mizrachi Women, Agudas Israel Child Rescue Fund, Keren Hayishuv, and the like. Third, a fair amount of money is being obtained for special purposes including capital expansion. In this category may be mentioned the Sieff Institute, which is being absorbed by the new campaign for a Weizmann Scientific Institute, the American Palestine Institute, the sale of shares by the American Palestine Trading Corporation (Ampal), and the proposed increase in the capital of the Palestine Economic Corporation (PEC).

The above two paragraphs have been inserted solely for the purpose of drawing the readers' attention to the fact that large gaps are present in the table. It is not considered feasible to fill them because accurate information for organizations of this type is hard to obtain. Furthermore, the organizations omitted here seldom apply for inclusion in welfare funds.

There are, however, two other omissions for which the totals could be more readily adjusted. We are referring here to the exclusion from the table of the League for Religious Labor in Palestine, and contributions to Palestinian traditional institutions transmitted through the Vaad Leumi. On the basis of the figures available for 1943, it may be estimated that these would add to the expenditures of Palestinian organizations about \$75,000.

The final results may therefore be presented (after slight rounding) as follows:

Total expenditures by major overseas organizations	\$37,124,400
Expenditures outside Palestine	19,388,800
Expenditures for Palestine	17,735,600

Palestine accounts, therefore, for approximately 47.8 percent of the total.

In this connection it is of interest to note that conclusions as to the relationship between Palestine and other overseas expenditures sometimes drawn from a comparison of the JDC and UFA finances are misleading. According to the figures shown in the table, the UFA accounted for less than 41 percent of the total JDC-UFA expenditures in 1944. In actual fact, however, due to the fairly large number of other Palestinian organizations and the importance of such efforts as those put forward by the Hadassah and the National Labor Committee for Palestine, the Palestinian expenditures account for nearly 48 percent of the overseas total.

Receipts from U. S. Sources and Expenditures in Overseas Areas, Palestine and the U. S.
Selected Overseas Agencies, Fiscal Years Ended in 1944
(cash basis)

	Total receipts (excl. sources outside U. S.)	E x p e n d i t u r e s				
		Total	Overseas excl. Palestine	Palestine	U.S. and Canada	U. S. administra- tive
<u>Grand Total</u>	\$33,943,812	\$37,049,446	\$18,102,776	\$16,288,917	\$888,322	\$1,769,431
<u>General overseas relief, rescue and rehabilitation</u>	17,429,416	20,479,073	18,080,224	1,112,828	313,911	972,110
Joint Distribution Committee (1)	14,144,902	17,159,616	15,526,930	1,075,000	117,202	440,484
American Ort Federation and World Ort Union	382,814	405,594	239,570	--	88,478	77,546
Hias (overseas only) (2)	980,693	980,693	746,552	--	72,619	161,522
Vaad Hahatzala	1,135,453	1,147,512	1,046,989	35,403	--	65,120
American Committee for Relief of Yemenite Jews (3)	11,851	11,955	5,657	2,425	--	3,873
American Jewish Congress (4)	379,642	379,642	160,884	--	32,412	186,346
Jewish Labor Committee (4)	394,061	394,061	353,642	--	3,200	37,219
<u>Palestinian organizations</u>	16,514,396	16,570,373	22,552	15,176,089	574,411	797,321
United Palestine Appeal and Jewish National Fund (5)	11,525,968	11,714,136	--	10,761,169	513,722	439,245
Hadasah Sr. (6)	2,426,689	2,322,291	--	2,322,291	--	--
Hadasah Jr. (6)	92,284	72,239	--	62,467	--	9,772
National Labor Committee for Palestine (7)	902,390	1,011,798	--	829,433	--	182,365
Pioneer Women's Organization	413,127	404,604	4,005	340,538	15,994	44,067
American Friends of the Hebrew University	493,015	398,240	--	346,485	3,151	48,604
Haifa Technicum	126,579	128,454	--	108,837	--	19,617
American Fund for Palestinian Institutions (8)	252,427	238,984	--	186,949	29,519	22,516
Federated Council of Palestine Institutions (9)	69,686	69,686	--	65,440	--	4,246
Ezras Torah Fund	142,627	141,239	18,547	99,464	12,025	11,203
Red Mogen Dovid (9)	69,604	68,702	--	53,016	--	15,686

F O O T N O T E S

- (1) The figures for the JDC are presented here insofar as possible on a cash basis. This, we believe, to be more appropriate for inclusion in a table with other agencies whose figures are on a cash basis. An accrual basis statement for the JDC would show income from U. S. sources of \$14,123,726, but the figure would be incomplete since additional funds are still to be divided among the UJA agencies by its Allotment Committee - from net proceeds of its 1944 campaign. The income for 1944 on an accrual basis from sources other than the U. S. is \$342,330. The expenditures on an accrual basis for 1944 total \$19,990,721 (excluding \$21,250 in grants to the Ezras Torah Fund and the American Friends of the Hebrew University - these amounts were also deducted from income and expenditures figures shown in the table). Accrual basis figures for expenditures would not differ substantially from the figures shown in the table, except for expenditures overseas outside Palestine. In the absence of complete detail, the figures shown in the table for expenditures in Palestine and program expenditures in the U. S. must be regarded as close approximations.
- (2) Figures for the Hias exclude expenditures for the domestic program of assistance to immigration. The administrative and fund-raising expense is prorated.
- (3) The division between expenditures in Palestine and in Aden is calculated on the basis of the announced budget for 1944 (30 percent for Palestine).
- (4) Since we are concerned here with the overseas program only, the figures used for the Congress and the Jewish Labor Committee exclude their domestic operations, except that a pro-rata share of the overhead, administration and fund-raising has been added. In the case of the Congress, an exclusion was also made - both on the income and expenditure side - of the income received from outside the U. S.
- (5) Both income and expenditure figures exclude grant of \$30,000 by the UPA to the American Friends of the Hebrew University.
- (6) The figures for the Hadassah exclude collections for and transfers to the Jewish National Fund - in order to avoid duplication with the UPA-JNF figures listed above. Note also that the administrative expenses of the Hadassah are furnished entirely or mainly (in the case of Junior Hadassah) by membership dues. Receipts by the national offices of these organizations from membership dues are excluded from this table.
- (7) Figures for the National Labor Committee exclude amounts received from the Pioneer Women's Organization and transmitted to the Working Women's Council of the Histadruth in Palestine. In addition, the income figure excludes \$105,219 received from Canada and Mexico.
- (8) Figures are shown on a cash basis. Accounts of the AFPI for the calendar year 1944 show, on an accrual basis, income of \$282,428 and disbursements and appropriations \$306,541, of which \$253,506 is for Palestine, \$30,519 for the United States and Canada, and \$22,516 administrative.
- (9) Preliminary estimates. In the case of the Red Mogen David the estimate is based on a financial statement for the first six months of 1944.

COUNCIL OF JEWISH FEDERATIONS AND WELFARE FUNDS, INC.

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National Office: 165 West 46 Street, New York 19, N. Y.

Rabbi Abba Hillel Silver
The Temple
E. 105th St. at Ansel Rd.
Cleveland, Ohio

June 1, 1945

Dear Rabbi Silver:

When I presented the report of the Budget Research Committee on national budgeting to the Board of Directors in Cincinnati on February 10-11, the members present indicated that they were in favor of instituting the proposed national advisory budgeting plan by a majority of 12 to 5, with two or three not voting. In order to have action as important as that determined by the full Board if possible, it was voted to submit the Committee's Report, a Digest of the Board Discussion and the proposal to all the members of the Board with the request that each Board member signify by mail whether he is in favor of national advisory budgeting, opposed to it, or has other suggestions to offer, after which the Board at its next meeting would try to arrive at its final decision.

The purpose of this letter is to get a formal expression of your views whether or not you were present at Cincinnati or have previously expressed your judgment. The Report and Digest are enclosed. We regret exceedingly that unavoidable circumstances delayed our submitting this matter to you sooner.

Since our last Board meeting, representatives of several of the large city welfare funds have undertaken the organization of some new cooperative projects, particularly with respect to the former UJA agencies, which are a reflection of the undeveloped needs for adequate budgeting and a desire to solve them through inter-city cooperation. While the experience gained through these efforts may be helpful to a further understanding of the relationships between these local welfare funds and certain of the national campaigns, they do not alter the need for reaching a decision at this time on the main subject of national advisory budgeting which has been under consideration for a number of years. The national advisory budgeting proposal would operate on a national scale between the 265 member agencies of the Council and substantially all the national and overseas beneficiaries of welfare funds.

Members of the Board are asked to express their views on the attached questionnaire. We would appreciate a response from you as soon as possible and not later than June 12 so that we can prepare a summary of replies for the meeting of the Board of Directors to be held on June 23. A decision on whether to undertake further steps to put national advisory budgeting into effect will be made at that Board meeting based largely on the replies received.

Sincerely,

JACOB BLAUSTEIN, Chairman
Budget Research Committee

1945

UNITED JEWISH APPEAL

RECONSTITUTED FOR 1945

June 1, 1945

GENERAL BULLETIN

For Member Agencies

No. G - 8

In compliance with the urgent recommendation of the President's War Relief Control Board, the United Jewish Appeal has been reconstituted for 1945 and probably for 1946 by the Joint Distribution Committee and the United Palestine Appeal with the National Refugee Service included as a beneficiary, as heretofore. An official announcement has been made by the UJA and the details of the new agreement when available will be reported promptly to member agencies.

When the dissolution of the United Jewish Appeal was announced early this year, the President's Board indicated its interest and the need for an early hearing with the agencies involved. Due to various delays a hearing was not held until April 26 when representatives of the JDC, UPA, NRS and the Council were called to Washington to discuss the problems. A general interest in reconstituting the UJA was evidenced by all representatives at that meeting, and the obstacles which had prevented an agreement thus far were discussed. Mr. Sidney Hollander as president of the Council made a strong plea for reconstitution of the UJA on the basis of the sentiment which had been expressed throughout the country by leaders of individual welfare funds, regional meetings and other groups. After some further correspondence the President's Board finally officially urged that the UJA be reconstituted by June 4. Failure to reconstitute would probably involve the necessity for a re-application to the Board for separate registrations.

The PWRCB is one of the war-created agencies in operation since July 25, 1942. It has responsibility for the control of all American fund raising for war-created needs here and abroad. The Board consists of Mr. Joseph Davies, Chairman, Mr. Charles Taft and Mr. Charles B. Warren, with the Chairman directly responsible to the President.

The PWRCB is authorized and empowered on the basis of the President's Executive Order #9205 "to control, in the interest of the furtherance of the war purpose, all solicitations, sales of or offers to sell merchandise or services, collections and receipts and distribution or disposition of funds and contributions in kind for the direct or implied purpose of (1) charities for foreign and domestic relief, rehabilitation, reconstruction and welfare arising from war-created needs in the United States or in foreign countries, (2) refugee relief, (3) the relief of the civilian population of the United States affected by enemy action, or (4) the relief and welfare of the armed forces of the United States or of their dependents."

COUNCIL OF JEWISH FEDERATIONS AND WELFARE FUNDS
NATIONAL OFFICE: 165 WEST 46th STREET · NEW YORK 19, N. Y.

The President's Board has vigorously exercised its authority to license and supervise the activities of agencies engaged in foreign war relief which raise funds in the United States. In a recent release, the President's Board reported that "Since 1942 the number of foreign war relief agencies has been reduced from 300 to 87. Competition between agencies soliciting funds for similar purposes has been virtually eliminated. Another major source of economy was the establishment of the National War Fund which, since 1943, has conducted a single annual campaign for the USO, War Prisoners' Aid and the major foreign relief societies."

From the beginning the Board has also been interested in the possibilities of effecting unified fund raising among the agencies under Jewish auspices. In 1943 it was suggested that the Jewish agencies join the National War Fund but this was not considered feasible. The Board therefore registered the United Jewish Appeal as a joint fund raising organization for war relief purposes. The UJA's registration with the Board represents a blanket registration for all of the local Jewish welfare funds. They are not required to register individually since a large part of their collections are given to the UJA and other licensed agencies.

In the interest of eliminating multiple appeals, preventing inefficiency and waste, the Board seeks to bring competing organizations together, on the basis of mutual agreement insofar as possible. In some difficult situations such as the competing French, Polish and Italian war relief agencies, the Board succeeded in merging appeals on a voluntary basis. In these actions the Board was aided by the policy of the National War Fund of admitting only one group for each national area of foreign relief.

In addition to the United Jewish Appeal which includes the JDC, UPA and NRS, the President's Board has registered a number of other Jewish agencies engaged in overseas relief. Included under separate registrations are Hadassah, Ambijan Committee, ORT and HIAS. The Board has also received applications from Jewish agencies which have not been licensed. At various times it has considered applications for registration from the Emergency Committee to Save the Jewish People of Europe, the World Jewish Congress, landsmanschaften and other groups.