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Series I: General Correspondence, 1914-1969, undated.

Sub-series A: Alphabetical, 1914-1965, undated.

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United Jewish Appeal, United Palestine Appeal, Council of Jewish  
Federations and Welfare Funds, 1939-1940.

# Council of Jewish Federations and Welfare Funds, Inc.

*including the activities of the*

BUREAU OF JEWISH SOCIAL RESEARCH

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

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September 26, 1939

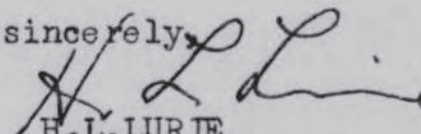
TO THE MEMBERS OF THE BOARD OF DIRECTORS:

Mr. Sidney Hollander is calling a meeting of the Board of Directors of the Council for Saturday and Sunday, November 11 and 12, 1939. The choice of cities is between Baltimore and New York.

As was apparent from the cursory and tentative survey of the War situation presented in our Members Bulletin last week, the federations and welfare funds are facing drastic modifications in policies and procedures. The refugees in this country, the situation in the war areas of Europe, and the shift in emphasis on the civic protective issues, represent problems of major adjustments for welfare fund campaigning and for community planning. The regional conferences this Fall will be considering these issues and it is important that the Board of Directors take stock of the total situation and formulate policies for Council activity accordingly.

Will you please indicate on the enclosed card that you will be able to attend the Board meeting and your preference as to city.

Very sincerely,

  
H. L. LURIE  
Executive Director

RK



September 29, 1939

TO THE MEMBERS OF THE BOARD OF DIRECTORS:

In connection with the forthcoming meeting of the Board of Directors, you will be interested in the enclosed report on current activities of the Council, prepared by the staff and sent to you at the suggestion of Mr. Hollander.

Staff Report to the President on the Activities of the  
Council of Jewish Federations and Welfare Funds  
June, July and August, 1939

Though the war in Europe is changing the complexion of many of the serious problems with which Jewish communal activities have been concerned, it is still too soon to determine the direction of the necessary shift in emphasis on refugee work, on overseas needs and on civic-protective interests. Steps have been taken to assemble information on these questions with the aid of the agencies concerned. In the meantime, it will be of value to review the Council activities during these summer months. Most of these activities will continue in the coming months and many of them will need to be intensified in view of the war situation.

1. Council Finances for 1939

The year started with a reduction in foundation support of \$21,500, on a total budget for operations at the 1938 level of approximately \$100,000. It was estimated, furthermore, that an additional \$20,000 would be required for extending field service to the several regions which have not been opened to consultative visits, conference opportunities and other channels through which communities avail themselves of Council services. In addition to the \$23,500 available from the three supporting foundations, pledges\* have been secured from 101 member federations, welfare funds and community councils aggregating \$58,561 in addition to \$1,340 pledged by the 22 new member agencies which affiliated this year for the first time. Forty-eight member agencies have not yet renewed their allocations, which totalled \$7,375 in 1938. Minimum membership income for 1939 is estimated at \$67,276, but there is evidence that this 1939 minimum will be increased substantially when all the returns are in.

Following discussions with representatives of the United Jewish Appeal and officers of the JDC and the UPA, application has been made to the latter organizations for a 1939 subvention to the Council to cover the estimated allocation for New York City. Request was previously made to the New York City United Jewish Appeal, but the leaders of that organization considered the request beyond the limits of their authority and referred it to the national agencies for whom they had raised local funds.

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\* Figures as of September 29, 1939.



In short, the efforts of board members and regional finance chairmen, who kept in touch with many of our member agencies, have brought some favorable results. However, our total expected income for 1939 is still practically \$10,000 below the current limited budget of the Council, and \$30,000 from the goal set at the beginning of the year.

## 2. New Members for 1939

The following agencies joined the Council during 1939:

### Central Atlantic

Lancaster, Pa. - Organized Jewish Charities  
Norfolk, Va. - United Jewish Fund  
Washington, D.C. - Jewish Community Council

### Up-State New York and Ontario

Albany, N.Y. - Jewish Community Council  
Hamilton, Ont. - United Jewish Welfare Fund

### East Central

Salem, O. - Jewish Federation

### West Central

Virginia, Linn. - Jewish Federation

### Metropolitan New York

Passaic, N.J. - Jewish Community Council and Chest of Passaic and Vicinity

### Western States

Albuquerque, N.M. - Jew. Fed. of Charities  
Bakersfield, Cal. - United Jew. Welf. Fund  
Butte, Mont. - Jewish Welfare Chest  
Santa Ana, Cal. - United Jewish Fund

### New England

Brockton, Mass. - United Jewish Appeal  
Fitchburg, Mass. - Jewish Community Council

### Canada

Edmonton - Jewish Federation

### Southeastern

Helena, Ark. - Federated Jewish Charities  
Raleigh, N.C. - Federated Jewish Charities

### Southwestern

Corpus Christi, Tex. - Jewish Welfare Fund  
El Paso, Tex. - Jewish Federation  
Tulsa, Okla. - Jewish Community Council  
Waco, Tex. - United Jewish Appeal

## 3. Success of 1939 Welfare Fund Campaigns and Use of Council Materials

The 1939 welfare fund campaigns produced consistent and tremendous gains over previous performances. The Council membership bulletin issued on August 24, recapitulating campaign results for 148 welfare funds, shows that the majority of the cities doubled their 1938 attainments. There are a number of conspicuous examples both in large and small cities where the increases over the 1938 attainment were well above 100 percent.

Reports on campaigns, secured through personal observations, through correspondence, and other channels, indicate clearly -

- a) that the welfare fund has been accepted as the device for mobilizing community resources to meet the range of Jewish community needs, aside from those which are recognized as the responsibility of the non-sectarian community chest;



- b) that the welfare funds can raise monies for emergencies through the utilization of their continuing all-year-round and year-by-year organization;
- c) that welfare funds are becoming important in their local communities as the legitimate organizations within which the controversial issues in Jewish communal affairs can be discussed and resolved;
- d) that increasingly, welfare funds are looking to the Council as an essential aid to the success of their own efforts.

The local welfare funds depend on the Council 1) for keeping them informed of the experience of other welfare funds; 2) for giving them objective and critical reviews of the needs of organizations which expect support from welfare funds; and 3) for serving as liaison between the welfare funds and the major national and overseas agencies, interpreting the one to the other and working with both groups for the achievement of the common objective - maximum utilization of resources.

#### 4. Field Service and Regional Developments

We are continuing efforts to extend Council field service, although we have not as yet been able to finance additional staff people. We are not getting around often enough to give full service, but are keeping in touch with community organization developments throughout the country. Specifically in the several regions:

New England - Mrs. Silverstone, still on half time, visited a number of communities this summer for the first time. A regional executive committee meeting was held on September 9-10, and leaders from other cities discussed with national agency representatives, refugee service, civic-protective work and welfare fund developments in the New England cities. This spring, for the first time, welfare fund campaigns were conducted in every one of the important New England cities except Providence.

Up-State New York and Ontario - George Wolfe has visited and conferred with leaders and groups in the regional cities, with special emphasis on plans for the Regional Conference, to be held in Niagara Falls on October 7-8. Contacts have been intensified with the Canadian cities in the region. Substantial and successful aid was given to Hamilton by Toronto, in consultation with Mr. Wolfe, toward retrieving an unsuccessful first Welfare Fund campaign. We planned with the Toronto Welfare Fund and the Toronto section of the Canadian Jewish Congress for a special session for the Canadian cities at Niagara Falls, but the war may change this phase of the Conference.

Central Atlantic - With the help of Messrs. Phillip Forman and Sidney Goldmann of Trenton, Mr. Wolfe has worked with several of the New Jersey cities, and group meetings of New Jersey leaders will be held, as opportunity permits, looking toward better organization of their communal activities. The first group meeting, held in May, with Mr. Sidney Hollander present, demonstrated



considerable interest in this territory, in which the Council has been inactive. Trenton has engaged a professional federation executive, and Camden is using a director for its Federation campaign this fall as a first step in reorganizing its work.

Mr. Wolfe has also visited a number of the Eastern Pennsylvania cities. Working with Kurt Feiser of Philadelphia and Gus Kaplan of Harrisburg, he is arranging for the first conference in this district, some time this fall.

Mr. Morris Klass of Washington, D.C. has volunteered to keep in touch with the Virginia cities, in the interest of the Council program.

South East - Mrs. Kaufman has continued her administrative contact with the cities in this region, pending the initiation of a regular field service. Dr. Louis Levy of Memphis has stimulated Council contributions from the regional cities, with the goal of financing field service. A regional executive committee meeting will be held this fall, probably in November, in connection with the regional JDC meeting in Birmingham.

East Central - A regional executive committee meeting in Columbus in June made plans for the Conference in Akron on October 21-22, and discussed questions of common interest such as civic-protective, refugee and other activities. Cooperation was established with the Tri-State Coordinating Bureau which is doing refugee resettlement out of Pittsburgh, and is considering extending its services into fund-raising and functional fields. Plans are being made for speakers on community organization to appear before several of the state B'nai B'rith conventions this fall and winter. Significant also is the fact that this year the Akron Conference will be held in conjunction with the Mid-West Region of the Jewish Welfare Board.

West Central - This region still lacks field service, but increased support from the regional cities has been pledged toward filling this gap. The regional executive committee meeting in St. Paul in June passed a series of important resolutions, on the Tuberculosis Study, on national services in the civic-protective field and on qualitative studies of the major agencies beneficiary of the welfare funds. The Twin City representatives are building up the program for the St. Paul Conference on October 28-29, and Mr. Fisher of the staff will be loaned to the region for a few weeks preceding the Conference.

Western States - A special committee in this region is planning for the coordination of the field services of the major national and overseas agencies working in this region. Special interest has also been manifest, at the spring regional conference and in the subsequent field contacts, in improved budgeting procedures and in qualitative studies by the national office of the needs of the national and overseas agencies.

South West - This is another region in which regular field service has not been established. Correspondence with leaders in the larger cities, and personal conversations during visits to New York, have indicated a strong desire for field service and conference opportunities, and Mr. Resnik is being loaned to this region to organize a conference in the late fall, possibly to be followed by more active interest and the initiation of field service.

Mr. Joseph P. Loeb, chairman of the Committee on Regional Organization, has been corresponding with the office on the question of how the regions can be used more effectively to gauge the attitudes and interests of the local community organizations on problems of national scope. Increasingly the regional meetings



are discussing these matters, and their findings can aid the Council Board in making policies and outlining the scope of Council activities.

#### 5. Council Publications

This year we extended the number and variety of our reports and bulletins. These member bulletins have proven of considerable value to agency executives, presidents, budget and campaign chairmen, and others especially interested in current activity. The list for the three months follows;

- a) 1938 Year Book, Section on Trends in the Functional Fields (family welfare, child care, hospitals, out-patient departments, care of the aged and vocational services). A bulletin summarizing the findings was widely distributed and a release on the subject was used in many of the Anglo-Jewish papers.
- b) Discrimination in Employment - analysis of the methods of communal agencies in Chicago, Detroit and Toronto in dealing with discrimination problems.
- c) National Agency Studies - Individual reports were issued on the scope, volume and cost of 14 agencies, making a total of 27 for the 1939 series. A summary covering all of the national and overseas agencies which appeal for support to welfare funds will be released this fall. A revised edition of the handbook on budgeting is scheduled for early release.
- d) Campaign Bulletin - fifth in the 1939 series describing welfare fund campaign plans and practices. This bulletin recapitulated the results of the 1939 campaigns to date, and will be followed by other bulletins this fall as pertinent material becomes available.
- e) European Yeshivoth, School Systems and Charitable Institutions, a revision of the edition published early last year, prepared in collaboration with the Central Jewish Relief Committee and the Cultural Committee of the JDC.
- f) 1939 Welfare Fund Budgets - A compilation of the budgets of 59 welfare funds for 1939, to be followed at the end of the year by a second section, which will review the financial experience of the federations and welfare funds in 1938, together with a more complete presentation of 1939 budgets.
- g) Directory of Jewish Federations, Welfare Funds and Community Councils, prepared for publication in the American Jewish Year Book for 1939-1940. This year's Directory, for the first time, lists all of the central communal agencies, together with their local constituent agencies, as well as the Jewish agencies affiliated with Community Chests. Reprints of the Directory will be made available to Council member agencies.
- h) Jewish Education Inventory - This report which has been prepared, but not yet released, presents the activities and scope of the Bureaus of Jewish Education and their affiliated schools.



- i) Notes and News - The first issue of the fall season will appear late in September. The current mailing list is 2,255, representing officers and executives of member agencies and other interested individuals, carefully selected in consultation with field staff.
- j) The War - In September, two bulletins have been issued to keep member agencies informed of the effects of the war on Jewish communal affairs locally, nationally and overseas. Further bulletins will be issued whenever pertinent information becomes available.

#### 6. Council Studies

Work was started during the summer on two studies, undertaken at the request of the boards of the agencies involved:

- a) The Cleveland Jewish Orphan Home (Bellefaire) study covers the administration and activities of the agency, and is being made with the consultant service of Mr. Howard Hopkirk of Albany. The preliminary report is due in October.
- b) Study of the physical and social development of infants under the care of the Home for Hebrew Infants and the Foster Home Bureau, both of New York City, will be made this fall, under the supervision of a technical advisory committee.

#### 7. Council Committees

The status of activity of Council committees is indicated herewith:

- a) Public Welfare Measures - the staff is preparing for the Committee a study of the Wagner Health Bill, from the standpoint of the interest of Jewish federations.
- b) Community Council - a membership bulletin was issued in the spring on current developments in this field, and a subsequent issue is planned for the fall. The Committee has asked for a further inquiry on the set-up of local councils and the scope of their activity. A special meeting on certain phases of community council activities is being planned in connection with the Akron Regional Conference.
- c) Tuberculosis Study - further negotiations are being conducted with the Council of National Jewish Agencies of Denver, for the purpose of carrying out the recommendations of the study made for the Joint Committee. A meeting of the Council Committee with representatives of the Denver Council may be held this fall.
- d) Public Relations Round Table - Mr. Jack I. Straus, chairman of this Committee, wrote to the executives of the major federations to ascertain their interest in the proposal for a round table on a community program on public relations. Considerable interest was evidenced in the proposal, but further consideration has been postponed, in view of changing attitudes and problems resulting from the war.



- e) Nominating Committee - Mr. Arthur Brin and the members of his Committee have accepted their assignments and have begun consideration of nominations for officers and directors to be elected by the 1940 General Assembly.
  - f) General Assembly - Mr. Joseph P. Loeb has been named chairman of the Committee to arrange for the 1940 Assembly. The members of his Committee have accepted service and accepted the invitation from Detroit to hold the Assembly in that City. A preliminary plan for the Assembly program, just revised to provide for discussion of emergency war problems, is now receiving Committee consideration.
8. National and Overseas Agency Relationships
- a) United Jewish Appeal - Following the Cleveland Board meeting, negotiations were conducted with officers of the UJA on the desirability of providing a factual analysis of the overseas problems and needs for the welfare funds as well as for the 1939 UJA Allocations Committee. Communications were addressed to the members of the Allocations Committee outlining the suggestion and offering the services of the Council. Conversations with the executives of the JDC and the UPA indicate that the Allocations Committee will start its work in the fall and that both organizations are now engaged in compiling information on which that Committee is expecting to make its decisions.
  - b) Joint Distribution Committee - Conversations participated in by Mr. Younker as chairman of the Committee on National Jewish Agencies and Kurt Peiser as associate chairman, with the officers and executive secretary of the JDC covered questions of relationships with the Council and the types of information JDC maintained in its New York offices relative to the activities which it finances overseas. Miss Renard has reviewed the JDC report and correspondence files on the work of agencies engaged in vocational training in Europe and discussed these materials with JDC staff. Up-to-date reports not available in New York offices were promised for scrutiny in October.

Suggestions were made in the course of JDC negotiations that an opportunity be provided this fall for the major agencies working overseas to meet with welfare fund representatives, possibly through Mr. Younker's Committee, to review the respective programs of these agencies and the extent of their need for support.

On the matter of conflicting regional conferences, it was agreed with JDC that regional conference dates will be cleared and efforts made to avoid conflicts in schedule.

- c) United Palestine Appeal - Conversations with the executive director of the UPA indicated that that organization would participate in an objective appraisal of their work and would welcome the opportunity of reviewing the overseas situation with a Council Committee.
- d) National Refugee Service - Negotiations have been carried on throughout the summer with the new executive officers of the NRS, for fuller utilization of Council resources in the development of refugee service. Information of current interest is being exchanged with NRS, which is participating actively in the Council regional conferences this fall. Discussions are proceeding regarding (1) cooperation in fact-gathering on the local services



to refugees; (2) a study of local organization for refugee service in the communities of the country, and (3) joint field service between the NRS and the Council on an experimental basis in a limited area.

- e) General Jewish Council - Important negotiations have proceeded with the GJC and to some extent with its constituents, particularly through Mr. Arthur S. Meyer, chairman of the Program and Scope Committee of the GJC.

At the suggestion of the West Central Region Executive Committee, the GJC and its four constituents have agreed to send representatives to the three regional conferences this fall for discussions with the respective executive committees regarding the program of the GJC and the relationship of the national civic-protective services to local community organization in that field. These executive conversations promise to be of special significance in establishing a clearer understanding between the national organization and the welfare fund representatives.

A letter from Mr. Meyer to Mr. Younker advised that the GJC "will undertake a survey and will be prepared to make specific recommendations in regard to the allocation of welfare funds beginning with the year 1940." The GJC has appointed a special committee which is considering this subject.

Conversations with Mr. Meyer, Miss Ilse Schreier, executive secretary of the GJC and George Hexter of the Community Service Unit of the American Jewish Committee have taken place on the question of responsibility of these and the other national agencies in the civic-protective field for organizing local community activities and local-national relationships. A meeting is being arranged with representatives of the organizations and the GJC Committee on Local Organization.

Conversations have proceeded with George Hexter of the American Jewish Committee on cooperation with the Council, first in the exchange of information on local work; second, participation in regional conferences; and third, an inquiry on local organization for civic-protective work. Similar conversations may be initiated with B'nai B'rith and other national bodies.

At the invitation of the American Jewish Committee a staff member of the Council participated in the Institute conducted by the Community Service Unit.

- f) Jewish Occupational Council - The files and the experience of the Council have been placed at the disposal of Albert Abrahamson, who has been named as the executive of the Jewish Occupational Council. Dr. Abrahamson has consulted the Council staff constantly in his analysis of the field of Jewish occupational adjustment and in his attempt to define the scope and activities of that organization.



# Council of Jewish Federations and Welfare Funds, Inc.

*including the activities of the*

BUREAU OF JEWISH SOCIAL RESEARCH

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

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October 13, 1939

Rabbi Abba Hillel Silver, Pres.  
United Palestine Appeal  
Ansel Road at E. 105 St.  
Cleveland, Ohio

Dear Rabbi Silver:

A number of our welfare fund agencies throughout the country have suggested to the Council that they are deeply concerned with the problems that will arise in 1940 in the planning of Jewish welfare fund campaigns. At regional conferences and at meetings of regional executive committees, groups of representative cities have given a strong indication that they approve of the principle of the United Jewish Appeal being continued and have urged the inclusion in a joint overseas appeal of additional organizations that are engaged in work for refugees and overseas relief in Europe, Palestine and in other countries.

It is logical that welfare funds should assume some part of the responsibility for the planning of the 1940 program before each agency reaches its own final conclusions on plans that will involve widespread support from all communities organized for central Jewish fund raising. Many of our welfare fund agencies have urged the necessity for joint consultation and planning during the period of the emergency and we know that a number of representatives of the overseas agencies hold the same views.

The emergency conditions growing out of the war situation increase the difficulties of planning for 1940. We know that each of the agencies operating overseas is facing the new tasks of the emergency earnestly and with a maximum amount of energy. There are many questions with reference to the area of need, the channels of communication between the relief agencies and the distressed populations and the means for bringing American philanthropic contributions to those in distress. These all need to be considered carefully on the basis of joint consultation.

The general attitude expressed by welfare funds is that central fund raising is based upon policies representative of all sections of the Jewish community. They are, therefore, concerned with the relationships between Jewish activities in behalf of national or overseas projects and with local programs in general and also with relationships between Jewish and other welfare groups within the community. For this reason, they are also concerned with the relationships between specific Jewish efforts and non-sectarian programs operating both on a national or international basis. It is to be assumed that the approach of the Board of the Council in dealing with these questions will be guided by the views of our constituent agencies.



COUNCIL OF JEWISH FEDERATIONS AND WELFARE FUNDS, INC.

Rabbi Abba Hillel Silver  
Cleveland, Ohio

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October 13, 1939

There will be a meeting of the Board of Directors of the Council at the Hotel Commodore in New York City on November 11, 1939. We believe it would be productive if representatives of the major agencies engaged in overseas and refugee work were to meet with our Board which includes a number of the important welfare fund leaders throughout the country. We have planned to set aside the luncheon period and the entire afternoon to a mutual exchange of ideas concerning next year's plans. I would, therefore, ask that your organization officially appoint a representative to meet with us at that time.

It seems to us, also, that it would be desirable to have a more informal exchange of views previous to the meeting of our Board on November 11. For this reason, I am also inviting you to a meeting on Wednesday afternoon, October 25th at 3 P.M. to outline an agenda and a course of procedure to be taken up at our Board meeting. The October 25th meeting is arranged for the Sulzberger Room, Federation Building, 71 West 47th Street, New York City.

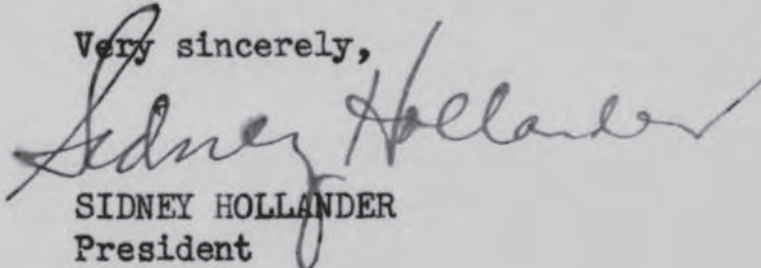
At this preliminary meeting, the representatives of the Council will consist of Mr. Ira M. Younker, chairman Of our Committee on National Jewish Agencies, Mr. William Rosenwald, our vice-president, Mr. S. D. Leidesdorf and myself.

The organizations that we are inviting to these first meetings include the Joint Distribution Committee, the United Palestine Appeal, the National Refugee Service, the American Ort Federation and Hias.

Will you inform our office who your representative is to be for these two scheduled meetings and will you urge his attendance.

With kindest regards, I am

Very sincerely,

  
SIDNEY HOLLANDER  
President

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October 16, 1939

Mr. Sidney Hollander, President  
Council of Jewish Federations and Welfare Funds, Inc.  
165 West 46th St.  
New York, N.Y.

My dear Mr. Hollander:

I should very much like to attend the meetings which you are calling for October 25th and November 11th. Unfortunately previous engagements make it impossible for me to attend either meeting.

I am to be in New York on October 30th to attend a meeting of the United Jewish Appeal. If you can arrange the Preliminary Meeting scheduled for the 25th for that day, I should be able to attend it either at noon or in the afternoon. I shall also be very happy to send a representative of the United Palestine Appeal to attend the meeting of the Board of Directors on November 11th.

With all good wishes, I remain

Very cordially yours,

AHS:BK



THE OVERSEAS FUND RAISING PROGRAM FOR 1940

A REPORT FROM THE CHAIRMAN OF COMMITTEE ON NATIONAL JEWISH AGENCIES

All of our regional conferences have considered the results of coordinated fund raising achieved through the United Jewish Appeal in 1939, have expressed themselves as desirous of continuation of this form of joint appeal and have asked for an extension to other legitimate agencies raising funds in the U.S. for work overseas or for activities in Palestine.

Growing out of these suggestions from our member agencies, we arranged for a special conference with representatives of overseas agencies to take place in conjunction with our Board meeting. In order to outline a procedure for the meeting today, your Committee Chairman on October 25 called together, informally, representatives of five of the leading organizations. Following the discussions at this meeting, representatives of the JDC and UPA agreed to explore the question of extending the joint appeal for funds in 1940 to other legitimate agencies engaged in overseas work.

The results of these preliminary conversations are to be presented to our meeting this afternoon. We suggest this be considered a special conference at which all parties concerned will feel free to express their views.

Following this special conference, the Board should meet again and consider the action to be taken and the preparation of a statement to our member agencies.

It may be desirable to refer the matter to a special committee or to the Committee on National Jewish Agencies for further consideration, with final action on the 1940 program to be taken at the General Assembly.

A copy of a memorandum prepared by the office on this subject is attached.

11/8/39



COORDINATION OF JEWISH OVERSEAS PROGRAMS SUPPORTED  
BY AMERICAN FUNDS

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It has been the earnest and frequently expressed desire of Jewish welfare funds throughout the country that the various agencies engaged in raising American funds for overseas and refugee programs be developed into a unified program.

In practically every city in the United States, funds for refugee and overseas causes are obtained by central Jewish welfare funds. Each year, these local agencies are required to determine the relative needs and merits of numerous organizations serving Jewish interest. Their task has been complicated by the fact that they must decide on separate appeals made by agencies operating in the same general field of service.

This has posed a number of difficult questions for welfare fund leaders:

1. What are the relative needs and merits of organizations operating in the same general field? How can the respective goals of these organizations be evaluated in terms of needs and competency of the separate agencies?
2. What is the basis for judging the requirements of one function or one field of work in relation to other functions and other fields of work for overseas needs?
3. Is it possible to formulate a general program that will place the activities of the various agencies in a perspective for proper equitable allocation of funds?
4. How much cooperation exists between the various overseas agencies on their actual service programs and is it possible to make such cooperative relationships? Must the various agencies continue exclusive and detached fund raising appeals and programs of work?

These questions which have persisted throughout the whole period of welfare fund existence, have become more acute with the war emergency and with the uncertainties and hazards that the war will inflict upon the program of aid overseas.

Regional Consideration

During the past two months the matter of financing overseas and refugee needs has been discussed at four regional meetings. The New England group in September endorsed action taken at the Western States Conference last spring, calling upon the Council for "authoritative evaluations of the actual programs of the agencies appealing to the welfare funds for support." At the Up-State New York and Ontario Conference in October, a similar resolution urged that the Council reports go "beyond the areas of scope, volume and cost to include appraisals of the quality and effectiveness of the work of the agencies studied."



The Up-State New York Conference commended the Council for its efforts in bringing about the United Jewish Appeal and urged the Council to work for coordinated fund raising and fund distribution for all overseas and refugee agencies. The East Central meeting similarly approved the coordination represented in the UJA and urges "the continuation and extension of this program with the view of including therein other organizations working in the same fields." The West Central meeting endorsed the plan of the United Jewish Appeal as being "conducive to economy, efficiency and equitable distribution of funds." Their resolution recognized that modifications may be required as a result of the war, but it urges the continuation of the principle of the UJA, and notes that "it is highly desirable that all agencies engaged in overseas activities which receive substantial amounts from welfare funds, as for example, ORT, Hadassah and HIAS, should be brought within the plan of coordinated fund raising and allocation."

The Western States and the South Eastern Executive Committees will be meeting this month and will determine their interests and attitudes on the overseas problem.

#### The Council Position

The Council of Jewish Federations and Welfare Funds, as the association of established local Jewish agencies throughout the country, believes that it can contribute to solution of this problem through offering its auspices for a discussion of problems by the agencies concerned and for consultation between the agencies and the local welfare funds.

In the past four years, real progress has been made in arriving at satisfactory adjustments between several of the overseas agencies. The division of responsibility for overseas work between the agencies raising funds for Palestine and those serving other overseas countries has been most evident in the activities of the two largest organizations -- the Joint Distribution Committee and the United Palestine Appeal. The process of relating the appeals of these two major organizations involved a division of the territory of operations and gave rise to questions concerning the relative importance of the two fields of work. Because these two agencies were the largest fund-seeking and operating services, the interest of welfare funds has been concentrated upon them. At the initiative of the JDC and the UPA, a Joint Appeal had been conducted in 1934-1935. After the Joint Appeal had been terminated, welfare funds which had been growing in number and in importance, urged the reestablishment of cooperative relations in fund raising as a means for securing the largest degree of community interest and support for these two important activities. This sentiment resulted this year with the active sponsorship of the Council, in the organization of the United Jewish Appeal, which has also incorporated the needs of the National Refugee Service in its appeal. This arrangement has been most satisfactory to the local welfare funds. They have expressed satisfaction especially with the establishment of an Allocations Committee to aid in the distribution of funds which can be distributed in accordance with the constant changes and emergencies overseas.

Local welfare funds, it needs to be emphasized, are concerned not only with agreements between organizations as to goals and allocations. They are vitally concerned also with developing a continuing basis for division of funds which will reflect as closely as possible the interests of local contributors and the importance of the various services that are undertaken by the agencies receiving welfare fund support. It is evident to the Council that welfare fund



leaders desire more than a continuation of cooperative relationships that have already been established. They are pressing for an extension of the principle of cooperation to cover all overseas agencies operating in the same areas, frequently engaging in the same or similar functions and soliciting funds independently without any relation between their respective goals and programs.

#### General Overseas Agencies

There are a number of special agencies that, in the opinion of welfare fund leaders, should be coordinated both in fund raising and in programs with the JDC and the UPA. The important agencies whose program needs to be considered in relation to the two major organizations are as follows:

- (1) The American Ort Federation raises funds for Ort schools in Europe and elsewhere. This agency raised \$202,000 in 1938 and is seeking and is securing larger funds in 1939. The Ort program of technical and vocational education is one of several programs with similar functions operating in the various countries and receiving support from the JDC and other agencies.
- (2) The Hebrew Sheltering and Immigrant Aid Society (Hias), which had an income of \$338,000 in 1938 and is securing larger funds in 1939, is devoted to various types of refugee service in the United States and, in conjunction with several European agencies, operates programs for immigration and refugee service in various parts of the world. Hias, in some respects, parallels the functions of the JDC and of other agencies in overseas work.

#### Palestinian Agencies

In addition to the United Palestine Appeal, there are a number of important American agencies engaged in securing funds for the support of activities in Palestine. Some of the more important agencies in this group are:--

- (3) Hadassah, a Zionist organization of women which supports medical activities in Palestine, raises funds for the Youth Aliyah movement and concerns itself with other needs and programs in Palestine. Hadassah raised \$1,610,000 in the U.S. in 1938.
- (4) National Labor Committee for Jewish Workers in Palestine received an income of \$281,000 in 1938. This agency collects funds for the Palestine Federation of Jewish Labor and its activities are closely related to other activities supported by the UPA.
- (5) American Friends of the Hebrew University reports an income of \$216,000 in 1938. The Hebrew University in Palestine also receives some funds from other American sources through the UPA and Hadassah.

#### Suggested Proposals

There are two important objectives which deserve careful consideration in planning for 1940:

1. The development of more thorough-going and effective consultation between the agencies in developing and carrying out their respective functions.
2. An attempt to reach a basis for joint fund raising in the U.S. at least for organized welfare fund communities.



To meet these objectives, it is suggested that the machinery of the United Jewish Appeal be expanded to include as many of these agencies as can be effectively associated in a single joint appeal.

It is further suggested that the basis of arriving at the joint appeal be developed through the establishment of a joint budget committee consisting of representatives of the agencies and of important welfare fund cities. This committee would seek to secure the facts concerning the experience, needs and extent of operation of the respective agencies and formulate a method of allocation which will arrive at an equitable distribution of funds for the agencies involved. The method of allocation should be sufficiently flexible to permit variations and changes to adapt funds to new emergencies and new developments in these programs as they arise.

An important factor in the overseas situation, as developing in the war, is the position of the non-sectarian groups raising funds in the U.S. under State Department license, and working in the belligerent and neutral countries of Europe. The American Red Cross, the Friends, the Commission for Polish Relief are all involved. The Community Chests and Councils Inc., is much concerned with the effect on local communities and with the need for developing an integrated and unified American interest in adequate relief of distress caused by the war. The Jewish agencies working overseas are giving serious attention to this phase of relationships to non-sectarian activities, one which should also be the concern of such a cooperative body as is proposed above.



11/8/39



MINUTES

MEETING OF THE BOARD OF DIRECTORS

COUNCIL OF JEWISH FEDERATIONS AND WELFARE FUNDS

NEW YORK CITY - NOVEMBER 11-12, 1939

Present: William J. Shroder, presiding

George Backer, New York (Sat.A.M.only)	Henry Monsky, Omaha
Jacob Blaustein, Baltimore (Sat.only)	Kurt Peiser, Philadelphia (Sat.only)
Mrs. Sidney C. Borg, New York	Chas.A.Riegelman, New York
Samuel Goldhamer, Cleveland (Sat.only)	Chas. J. Rosenbloom, Pittsburgh
Joseph Goldstein, Rochester	William Rosenwald, New York
Sidney Hollander, Baltimore	Edw. M.M.Warburg, New York (Sat.only)
Donald Kaffenburgh, Hartford	David M. Watchmaker, Boston
Solomon Lowenstein, New York (Sat.A.M.only)	Joseph Willen, New York
Elias Mayer, Chicago	Henry Wineman, Detroit (Sat.only)
	Ira M. Younker, New York (Sat.only)

Visitors: Isidore Sobeloff, Detroit  
Harry Greenstein, Baltimore (Sat.A.M.only)  
Joseph M. Berne, Cleveland

Staff: H.L. Lurie  
G.W. Rabinoff

Committee reports and staff memoranda were presented on each item discussed. Folders containing these reports and memoranda were distributed to all board members present and to other board members by mail.

1. MINUTES OF PREVIOUS MEETING

The minutes of the meeting of the board of directors in Cleveland on May 20 and 21, 1939 were APPROVED.

2. REPORT OF COUNCIL ACTIVITIES

MR. LURIE presented a report on the activities of the Council staff since the last board meeting. There was some discussion on recent publications of the Council -- especially on the study of the Bellefaire Orphan Home of Cleveland, the register of "European Yeshivoth, School Organizations and Charitable Institutions", a special study on "Community Organization for Jewish Education".

The report was APPROVED.

3. COUNCIL FINANCES

a. Report of 1939 Finances and 1940 Budget Prospects.

MR. LURIE outlined the income and expenditures of the Council in 1939 and the financial prospects for 1940. He reviewed the efforts made to obtain an appropriation of \$15,000 for the Council from the New York UJA. The New York group explained, considered the matter and decided that it had no authority to divert any



funds from the sums it was raising for the national United Jewish Appeal. The New York UJA leaders recommended that the Council submit its request to the beneficiary agencies directly to cover New York's obligation to the Council. He reported that the U A had sent the Council \$2,500, but no word had yet come from the JDC. In response to a question by MR. MAYER, MR. LURIE pointed out that the New York UJA was not a permanent welfare fund and that some of the individuals in the local UJA considered it merely as a 1939 plan by the JDC, UPA and NRS to raise money in New York with the help of the Business Men's Council of the New York and Brooklyn Federation.

MR. HOLLANDER informed the board that the 1939 grant from the New York Foundation had been cut from \$20,000 to \$10,000. Following a renewed request, the Foundation granted an additional \$5,000 this year which was matched by the Rosenwald Family Association with an equal amount. The New York Foundation stated, however, that this would be its final contribution to the Council and no further grants could be expected from it in future years. Mr. Hollander said that he was hoping for a favorable consideration of the Council's request by the JDC.

MR. YOUNKER felt there would be danger in taking money from national agencies because it might give them "a mortgage on Council activities." MR. HOLLANDER replied that the Council's primary responsibility would not be to the national agencies in any way but to the member agencies of the Council. MR. BLAUSTEIN said he believed the Council and other organizations should be included in future New York campaigns. MR. SHRODER told the board he had explained to leaders of the JDC that the Council was of great value to them in helping to save campaign expenses through the welfare fund system and that contribution to the Council might be considered from the standpoint of a service charge. MR. BLAUSTEIN suggested that the Council might be included in a future New York campaign even though no full-fledged welfare fund is established. At this point the board was reminded by MR. RIEGELMAN that New York does not completely disregard the Council since the New York Federation contributes to its support.

MR. BERNE agreed that it would be advisable for the Council to stand on its own feet and not have to depend on gifts from the national agencies, but felt that the Council could accept something designated as a service compensation. He suggested that, if within some reasonable time an understanding with the national agencies were not reached on this matter, the Council should explain the situation to its member agencies and ask for increased contributions from them, possibly to be deducted from the gifts made by the welfare funds to the national and overseas agencies.

After some discussion as to the proper amount of New York's obligation to the Council, MR. BLAUSTEIN MOVED that those responsible for the next joint campaign in New York City be requested to include an allocation of \$15,000 for the Council in their budget.

The MOTION was seconded and carried.

MR. SHRODER then asked the board to decide whether to accept the \$2,500 from the UPA at this time or withhold action pending decision of the JDC.

MR. MAYER said he could see no sound objection to immediate acceptance of the UPA contribution. The Council, he asserted must stand upon its own integrity. If acceptance of the UPA allocation creates the impression that the Council would no longer be objective toward the UPA, he said, such an impression is unwarranted and it would stultify the Council to be influenced by such an assumption.



MR. BLAUSTEIN stated that the UPA contribution should not be accepted without a similar allocation from the JDC. MR. MAYER replied that the Council would be weakening its position by permitting a possible negative decision by the JDC to affect the Council's action in respect to other agencies. MR. ROSENWALD pointed out that the JDC had not yet taken any action on the matter, either negative or otherwise.

MR. MONSKY suggested that the Council should stress again to the national agencies that it was rendering a service to them. He did not believe that the board should assume that by receiving support from the national agencies, the Council would be impugning its integrity.

MR. RIEGELMAN MOVED that the Council accept \$2,500 from the UPA without setting any precedent as to policy.

MR. GOLDHAMER and MR. BLAUSTEIN opposed the motion. MR. ROSENWALD AND DR. LOWENSTEIN supported it. MR. WINEMAN objected to the acceptance of gifts from national agencies, asserting that the Council would become a much stronger organization if it could be entirely supported by the federations and welfare funds. MR. GOLDSTEIN felt that if the Council had received the money from the New York UJA, there could be no question about it, but he would hesitate to accept money directly from any national organization even if it were given in behalf of New York City. MR. MAYER said he approved of taking the UPA contribution because it was made as "a device for getting out of New York City what it should give the Council and not as a contribution from a national organization."

Reviewing his negotiations on the matter, MR. YOUNKER stated that Dr. Abba Hillel Silver, when approached, favored a contribution to the Council by the New York UJA. JDC opposed this on the ground that the local UJA was not a welfare fund but only a fund-raising organization for three agencies and could not divert any funds. The Council was then told to ask the individual agencies for contributions in order to avoid the issue.

MR. RIEGELMAN repeated his MOTION.

The MOTION was seconded and carried by a vote of 11 to 5.

MR. LURIE asked the board for authorization to increase the field staff of the Council to serve the several regions which had increased their contributions to the Council on the promise of increased field service. MR. HOLLANDER asked whether, in view of the elimination of Foundation support next year, it would be wise to incur additional expense at this time.

MR. LURIE replied that the Council is obligated to expand the field service for those regions to which it had been promised.

MR. WINEMAN MOVED that the board authorize the addition to the staff of sufficient field representatives to serve the regions heretofore uncovered.

The MOTION was seconded and carried.

#### b. Unpaid Salary Increases

MR. LURIE presented a memorandum which stated that increases of the professional staff of the Council were included in the 1939 budget but were held back pending a clarification of the financial situation. MR. LURIE said that the Council was now able to pay these increases.



MR. MAYER MOVED that the salary increases included in the 1939 budget be paid in accordance with the previous authorization of the board, as well as the additional increase recommended in the memorandum.

The MOTION was seconded and carried.

c. Appropriations for Vaad Leumi Plan

MR. RABINOFF explained that the Council's share of the cost of the work being done in Palestine by the Social Service Department of the Vaad Leumi under its arrangement with the Council, was provided last year by private contributions. Many of the educational and charitable institutions in Palestine had been investigated by the Vaad Leumi, he said, and the reports were transmitted through the Council to its member welfare funds. An increasing number of welfare funds was taking advantage of the Vaad Leumi services in transmitting funds to these agencies. Since this work has proof of definite value to the welfare funds, MR. RABINOFF suggested that the cost of the service be included in the Council's regular budget for 1939 and 1940.

After a brief discussion, MR. MONSKY MOVED that the cost of the Vaad Leumi project be included in the regular budget for 1940, and that the necessary sum be paid to finish the work of the current year.

The MOTION was seconded and carried.

4. OVERSEAS FUND-RAISING FOR 1940

In preparation for the conference later in the day, with representatives of national organizations engaged in overseas work, the board considered the position it should take in its effort to achieve a coordinated campaign in 1940 for overseas and refugee needs.

As chairman of the Council's Committee on National Jewish Agencies, MR. YOUNKER reviewed the situation up to the time of the board meeting. He cited the unanimous desire of local communities as expressed at regional conferences of the Council for an expanded United Jewish Appeal. He described the background of the differences in point of view between welfare funds and national agencies. The national agencies, he said, have been operating in Europe and Palestine for many years. These older fund-raising organizations, he felt, could not be expected to approve of the development of welfare funds which began to ask questions as to what they were doing with their money. It was only natural, he suggested, that "autocratic organizations which for a long time have been run by limited groups" should not see the value of welfare fund organization. Local community-wide agencies, he said, which have other community responsibilities besides overseas needs and are more democratic than the national organizations, are eager to eliminate competition and friction from their communities.

MR. YOUNKER reported that his committee attended a meeting with the JDC and UPA on October 25th to discover their attitude toward joint appeal for 1940. The JDC and UPA have not yet conferred with each other about this. The COUNCIL suggested that the JDC confer with Ort and Hias and that the UPA meet with Hadassah, National Labor Committee for Palestine and the American Friends of the Hebrew University to sound out their views toward a united effort in 1940. On November 10th MR. YOUNKER said the Council's Committee met again with JDC and UPA



representatives. The executive director of the JDC had explained that the constant emergencies overseas had prevented any consideration thus far of 1940 plans. The UPA representatives had expressed their approval of a joint drive in 1940. MR. YOUNKER pointed out that welfare funds conducting spring campaigns are already beginning to do their budgeting and feel handicapped in not knowing the plans of the major agencies for 1940. MR. HOLLANDER added that Ort and Hias had expressed an interest in the proposal for a joint campaign, but that Hadassah and the National Labor Committee for Palestine had expressed their unwillingness to participate because of their fear of losing the propaganda value of their work in a joint effort. MR. HOLLANDER believed that the JDC, UPA and National Refugee Service would probably continue their joint appeal and that the major problem was to get the smaller agencies to cooperate. MR. BLAUSTEIN indicated his belief that unless communities demanded that the UJA continue, there might not be a united appeal in 1940. MR. ROSENWALD expressed the view that the previous meetings with the JDC-UPA had shown that the two organizations would welcome the opportunity to sit down with a committee of welfare fund leaders to work out the problem. MR. GOLDBAMER suggested that the Council offer its services in behalf of federations and welfare funds in helping to arrange an amicable division of the funds raised. MR. MAYER suggested taking a poll to determine what organizations the local communities would like to see in a joint appeal and how they feel the funds raised should be apportioned.

DR. LOWENSTEIN referred to the meetings held between representatives of the American Jewish Congress and the JDC to consider the suggestions of the Congress group for a campaign to reach the masses of the Jewish people in the country, who, according to the Congress, were not directly represented or reached through the present national agencies and the welfare fund mechanism. He said these discussions might have some bearing on plans for a joint effort in 1940.

MR. BERNE said that he did not regard the leaders of the national agencies as undemocratic or autocratic. He felt progress had been made in obtaining nation-wide representation in the work of the organization. He believed the larger agencies, at least, should be persuaded to consider the wishes of the country at large in respect to a joint overseas appeal. MR. YOUNKER reiterated his views that the great national agencies should not be run solely by New York representatives.

In reply to MR. MAYER'S suggestion, MR. ROSENWALD declared it would be difficult to solve intricate budgetary problems by a nation-wide ballot.

MR. BLAUSTEIN concluded the discussion with a suggestion that the Council offer to appoint a committee which would cooperate in working out a combined campaign. As a later step, he felt that the Council should work to obtain a wider participation of the country at large in considering the programs of the national agencies, allocations made to them, and evaluations of their services. A nation-wide group helping the agencies work out their programs, he said, might help to avoid duplication and friction.

At this point the Board adjourned for a conference with the representatives of the JDC, UPA, National Refugee Service, Hias, Ort, National Labor Committee for Palestine, American Friends of the Hebrew University and Jewish Telegraphic Agency.

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SPECIAL CONFERENCE SESSION

MR. SHRODER, who presided at the conference, outlined the two objectives of the Council in planning for 1940:

- "1. The development of more thoroughgoing and effective consultation between the agencies in developing and carrying out their respective functions.
- "2. An attempt to reach a basis for joint fund raising in the United States, at least for organized welfare fund communities."

Following Mr. Shroder's presentation, there was a full and frank exchange of views by representatives of the national agencies and members of the Council's Board.

JOSEPH C. HYMAN, executive director of the JDC, asserted that in principle his organization favored a united appeal for 1940. He said that the JDC was expecting to confer shortly with the UPA regarding 1940 plans. The chief reason for not having done this earlier, he explained, was that the emergency situations facing the JDC overseas had required all the attention of JDC officers here.

The JDC, Mr. Hyman said, had to consider several factors in anticipation of 1940. It was important to know the extent to which the 1939 United Jewish Appeal had been able to meet the suddenly increased needs of the JDC in Europe. It was necessary to consider whether the welfare fund in its present structure was able to deal adequately "with a constant series of newly developing emergencies." The American Jewish Congress, he reported, was now meeting with the JDC to discuss the desire of the Congress to obtain "mass support" for overseas relief among those not reached by the JDC heretofore. In addition, there was the possibility of a non-sectarian fund-raising effort for overseas needs which the JDC would be invited to join, although no such drive is yet contemplated.

Mr. Hyman suggested that representatives of the agencies and of the leading welfare funds consider these matters together to arrive at a solution which they may consider mutually desirable.

MR. SHRODER said that welfare funds holding campaigns in the spring of 1940 would have to know the plans of the major agencies early in the year, making an immediate decision urgent. Referring to the groups discussing the need for greater "mass support" for overseas causes, Mr. Shroder asserted that those people were largely from unorganized communities like New York, where it has been impossible to reach the many small givers, but that in most welfare fund cities, present campaigns were reaching down to the very smallest contributors.

HENRY MONTOR, executive director of the United Palestine Appeal, asserted that the UPA approved of the continuation of the United Jewish Appeal in 1940, as the best means of raising the greatest possible sums for overseas requirements. He reported that the UPA had discussed cooperation with Hadassah, the National Labor Committee for Palestine and the Friends of the Hebrew University but that little progress had resulted from these conversations. He suggested that the Council continue to work to bring about more coordination among these agencies,



MORRIS ROTHENBERG, national co-chairman of the UPA, asserted that the UPA was hampered in its planning for 1940 by the fact that no decision had thus far been made as to the continuation of the United Jewish Appeal. He felt that if any non-sectarian drive for overseas needs was being considered, the UPA should be a party to the negotiations, so that it would not be faced suddenly with the necessity of making an independent appeal in 1940. As to the inclusion of additional agencies in a 1940 drive, Mr. Rothenberg said it would not destroy the integrity of the participating organizations but would prove of benefit to them. Previous fears that organizations would lose in influence by joining in the United Jewish Appeal had proved baseless, he said.

MR. HYMAN declared that no step would be taken in connection with any possible non-sectarian effort without previous consultation with the other Jewish organizations concerned and with local Jewish leaders.

LOUIS B. BOUDIN, chairman of the Board of the American Ort Federation, declared that the Ort desired a joint campaign, and that there were no insoluble difficulties for Ort in joining with the JDC and other agencies. He said it was important that a decision be reached immediately, however, as the Ort has been handicapped in the past by delayed decisions which have held up all campaign planning until very late. He added that the present arrangement hurt the Ort because many people believed the UJA met all refugee and overseas needs. **HAROLD ALTSCHUL**, executive vice-president of the Ort, stated that other agencies are being criticized for not being included in the UJA.

ISAAC HAMLIN, secretary of the National Labor Committee for Palestine, maintained that although welfare funds had done some good in eliminating fund-raising competition, they had resulted also in the elimination of educational work for specific causes. He felt that by joining in a united campaign the Geverkschaften supporters would lose their identity. The National Labor Committee is more than a fund-raising body, he said, and would prefer to continue its independent efforts even though joining a UJA would bring it more money. Its activity was not duplicating that of other agencies and much of the money it raised was "new money," he contended.

MR. WATCHMAKER of Boston cited the experience of that community which raised seven times as much this year through a welfare fund as it did four years ago for non-local causes. As for educational values, he said, many people in the community had never heard of the National Labor Committee's work until it was included in the welfare fund. Any effort to break down the welfare fund in Boston, he said, would meet with little success and there was a movement on foot to merge even the annual local Philanthropies campaign with that of the welfare fund.

JACOB BLAUSTEIN, chairman of the Board of the Jewish Telegraphic Agency, expressed his approval of the extension of the UJA to include other agencies and stated that the JTA would be willing to cooperate in such a move.

SAMUEL B. FINKEL, director of the American Friends of the Hebrew University pointed to the peculiar problem of his organization, which was on the whole not concerned with emergency needs, but required funds for capital expansion. Possible cooperation with an expanded UJA, he said, would depend on the plans worked out to meet these needs.

JOHN L. BERNSTEIN, member of the Board of Hias and ISAAC L. ASOFESKY, general manager of Hias, said that they had no objection to joining a united campaign, if Hias were assured that local communities would raise increased sums to meet the budgets of the additional agencies included. Hias, they said, had many



loyal members throughout the country who contributed largely through a sense of gratitude and that this source was generally not open to welfare funds. Hias, Mr. Bernstein explained, receives more than twice as much from its individual members outside of New York than it does from all federations and welfare funds. MR. ASOFSKY declared that most communities dismiss as insignificant any organization which does overseas work but is not in the UJA, and act on the theory that any small amount would suffice.

WILLIAM ROSENWALD, president of the National Refugee Service, said the NRS was in favor of any move which will integrate and coordinate the work of the agencies concerned.

MR. GOLDSTEIN of Rochester declared that although welfare funds had some weaknesses the objections mentioned by the representatives of the Hias and the National Labor Committee for Palestine were being overcome. The argument about loss of educational value through joint fund raising had been fought through years ago in all community chests, he said, and experience has shown that the individual agencies which joined the chests have generally improved in their work and gained in influence, chiefly because they were able to devote most of their time to program and education rather than fund raising.

MR. ROTHENBERG expressed the view that a joint campaign would be able to raise much more than individual drives. MR. SHRODER added that experience proved this to be the case. In response to a question from MR. MONTOR as to the possibilities of raising increased sums in 1940, MR. MONSKY of Omaha and MR. SHRODER agreed that it would depend on economic conditions. MR. MONSKY added that the dissolution of the UJA would break down the high level of giving established in 1939. As to the argument that joint appeals and welfare funds were turning the Jewish community into a purely fund-raising community, MR. MONSKY felt that, on the contrary, a series of individual campaigns was more likely to bring about such a result. Community chest experience, he said, has shown that the individual agencies do not get lost but rather stand to gain from joint fund raising.

MR. SHRODER asserted that if the total amount raised next year should be less than this year, it would be still less if there were to be disunion among the leading agencies. He asked the national agency representatives whether they wished the Council to continue its efforts toward a joint campaign. The replies were favorable.

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Following this conference, the board of the Council resumed its own meetings to consider the next steps to be taken to carry out the wishes of its member agencies. It was agreed that a committee representing the interest of welfare funds, should meet with the national agencies to continue the efforts toward coordination of 1940 campaigns. There was lengthy discussion as to the composition of this committee.

MR. ROSENWALD suggested that a committee of ten from important welfare fund cities should meet with a committee representing the national agencies. MESSRS. MONSKY, MAYER, SHRODER, ROSENBLOOM AND YOUNKER asserted that the committee representing local communities should definitely be appointed by the Council itself. Considering the functions of such a committee, MR. ROSENWALD and MR. WILLEN expressed the view that unity at any price was not in itself a desirable object and that it may serve only to penalize the stronger organizations. The chief aim of the chosen committee, they felt, should be to work for fair and equitable distribution of the funds raised. MR. LURIE asserted that the Council had on several



occasions volunteered its services in working out an equitable arrangement on allocations among the national agencies.

After considerable discussion, MR. MONSKY and MR. PEISER suggested that the Council's Committee on National Jewish Agencies continue its efforts to obtain the cooperation of agencies which did not participate in the 1939 United Jewish Appeal and that a special committee be appointed by the Council to help negotiate a fair agreement on allocations among the agencies which decide to participate in a joint campaign in 1940. MR. BERNE expressed his approval of these suggestions.

MR. HOLLANDER pointed out that the process of establishing a joint campaign embracing all the overseas and refugees agencies might take several years. He believed that progress will have been made if two or three agencies were added in 1940, several more the following year, etc. MR. YOUNKER expressed the view that the Council had done all that it could be expected to do at the moment and that the final decision was up to the agencies themselves. MESSRS. BERNE, PEISER AND GOLDSTEIN asserted, however, that the present Committee on National Jewish Agencies should continue its work and that the new committee suggested by Mr. Monsky should be appointed to carry on the negotiations with those agencies which agree to participate. There was further discussion as to the time when the new committee could begin to function.

MR. MONSKY MOVED that the board authorize the appointment of a committee of representatives of ten welfare funds to cooperate with the national agencies engaged in overseas, Palestinian and refugee work in establishing a joint campaign for 1940 and that the committee begin to function as soon as the national agencies indicate they are ready to go ahead.

The MOTION was seconded and carried.

## 5. TUBERCULOSIS STUDY

MR. LURIE reported that the Denver Tuberculosis hospitals had been discussing the findings of the study made under the joint auspices of the CJFWF and the Council of National Jewish Agencies (of Denver and Los Angeles) but that no progress had thus far been made in carrying out the recommendations of the study. The Regional Executive Committee of the West Central Region of the Council, he said, passed a resolution this year suggesting that contributions of local welfare funds to the hospitals be held up until some progress was made. MESSRS. PEISER, MONSKY, SHRODER AND YOUNKER discussed the next steps the Council might take to press for action by the hospitals. MR. HOLLANDER pointed out that the Council had a responsibility to its member agencies to follow up on the recommendations of the study.

At MR. SHRODER'S suggestion, the Board AGREED to leave the matter for the time being in the hands of the President and staff of the Council.

## 6. COMMITTEE ON REGIONAL ORGANIZATION

MR. RABINOFF read the report of the Chairman of the Committee on Regional Organization which described the activities of regional conferences during the year and offered suggestions for the reorganization of the regional structure of the Council.



## 7. COMMITTEE ON PUBLIC WELFARE MEASURES

MR. LURIE read the report of A. Richard Frank of Chicago, chairman of the Committee on Public Welfare Measures. There was a brief discussion in which MESSRS. RIEGELMAN, SHRODER AND HOLLANDER participated.

MR. MAYER MOVED that the report be approved and that the board concur in the recommendations of the Committee, made only in behalf of the Council's own staff, that the employees of non-profit organizations be included under the Old Age provisions of the Social Security Act.

The MOTION was seconded and carried.

## 8. PERSONNEL PRACTICES

MR. LURIE presented a memorandum describing the current personnel practices of the Council and various recommendations for extending the office manual to include all aspects of personnel relationships. MR. HOLLANDER reported correspondence with the Council Chapter of the Social Service Employees Union in which the Chapter requested more definite recognition of the group as the collective bargaining agent for the staff. The union group also asked that agreements made between the administration and staff be put in writing to avoid vagueness and misunderstanding. MR. HOLLANDER felt that since the board had already accepted the idea of collective bargaining, it would be desirable to put all agreements in writing. MR. RIEGELMAN added that the Council administration could initial all points agreed upon if it were found to be desirable. MR. LURIE explained that his position with respect to the union was somewhat unclear since the board had instructed the Executive Director to deal with the union group but not to send communications to the Chapter as such. At present, he said, any change in office policy is put in the form of a memorandum which becomes part of the office manual. The Executive Director enters into discussions with the union Chapter but does not address official communications directly to them. A definite decision by the board, he said, might clear up the situation.

There was brief discussion by MRS. BORG and MESSRS. SHRODER, SOBELOFF and RIEGELMAN as to the situation regarding unions in various federations.

MR. HOLLANDER MOVED that the Council's Committee on Personnel Practices be authorized to work out whatever procedure proved most satisfactory to the Executive Director of the Council with definite understanding that the Council was dealing with the union but not recognizing it at this time.

## 9. NOMINATING COMMITTEE

In the absence of Arthur Brin of Minneapolis, MR. BERNE reported for the committee outlining the vacancies which the committee will have to fill before the forthcoming General Assembly.

## 10. 1940 GENERAL ASSEMBLY PROGRAM

MR. LURIE described the tentative program for the 1940 General Assembly arranged by the Program Committee headed by Joseph P. Loeb of Los Angeles. There was brief discussion as to the relative importance of working sessions and public



meetings. MR. WATCHMAKER objected to any attempt to cut out public sessions entirely. He felt that the Council is not well enough known to communities throughout the country and that meetings to which the public is invited help to spread an understanding of the Council's program. MR. HOLLANDER pointed out that Clarence Pickett, secretary of the American Friends Service Committee, had been invited to address one of the public sessions. MR. LURIE indicated the possibility that Chaim Weizmann, president of the Jewish Agency, might arrive in this country in time to address the Assembly. MR. SHRODER felt the Council should guard against over-burdening the program with "too many notables." MR. GOLDSTEIN commented that with a speaker such as Weizmann it would not be difficult to hold delegates over through Monday. In response to a question from MR. GOLDSTEIN, MR. LURIE asserted that the problem of Jewish Education at the Assembly, as in the past, would be dealt with at a special session arranged by persons interested in that subject.

#### 11. NATIONAL SOCIAL WORK COUNCIL

MR. LURIE presented the invitation of the National Social Work Council to the CJFWF to affiliate with that body. MR. LURIE explained that it was composed of the working executives of national agencies engaged in various aspects of social work. Its main purpose was consultation and discussion of mutual problems.

After brief discussion, a MOTION was made that the CJFWF affiliate and contribute up to \$100 as its membership fee.

The MOTION was seconded and carried.

#### 12. DEATH OF HAROLD HIRSCH

MR. LURIE reported the death of Harold Hirsch of Atlanta, a board member since 1938, and recalled his devoted services in the field of social welfare generally and Jewish communal affairs particularly. He stressed especially his valuable assistance to the Council's program in the Southern Region.

It was MOVED that the board take note of Mr. Hirsch's passing in the form of a resolution recalling his many past services and that a copy of this resolution be submitted to his family.

The MOTION was seconded and carried.

#### 13. GENERAL JEWISH COUNCIL

MR. LURIE reported the views expressed by member agencies of the Council in communities throughout the country on the work of the General Jewish Council and on the relationships of local communities to the GJC. The main points of his presentation were that the communities, at regional conferences of the Council, had urged increasing coordination of the activities of the four national civic-protective agencies within the GJC; that many local communities were setting up public relations programs on a more thoroughgoing and integrated basis than in the past; that local communities desired increasing local participation in the national program of public relations, with the East Central States Region passing a resolution suggesting membership of the CJFWF in the GJC to accomplish that end;



that member agencies of the CJFWF desired a coordinated plan of fund-raising for national civic-protective work; and that Chicago had decided not to include the national civic-protective agencies in its welfare fund on the ground that the work of the agencies were not of a public character and should be supported by individual rather than by community funds.

MR. LURIE reported that the GJC had informed him that it would attempt to work out an arrangement for allocations among its four constituent agencies in behalf of welfare fund committees. The decision, however, was conditional because the consideration of this point was tied up with many other points on which no agreement had thus far been reached. Final decision on the matter would be taken at a later meeting of the GJC.

At the suggestion of MR. RIEGELMAN, MR. MONSKY, president of the B'nai B'rith outlined the situation at the moment within the GJC. The American Jewish Congress, he said, had proposed a complete unification of the services of all the agencies in the GJC which would become the functioning arm of the four agencies and would raise funds by a joint appeal throughout the country. That proposal was not acceptable to any of the other agencies in the GJC because of the wide differences in their philosophies. At present, the GJC functions as an entity only through its public relations committee which employs a lawyer who handles legal and legislative matters.

The B'nai B'rith had proposed increased coordination within the GJC and a joint fund raising program, but this proposal was acceptable to only two of the agencies. There was also a proposal to increase the membership in the GJC to include rabbinical organizations and bodies such as the CJFWF. The entire matter was referred to a committee composed of the executive directors of the four agencies to analyze the entire matter and bring back their conclusions to the GJC. Because of the uncertainty of the future of the GJC, Mr. Monsky advised that the CJFWF postpone any action on the request of its member agencies until the position of the GJC itself became clarified within the next few weeks.

MR. MONSKY explained that much of the confusion and competitive feeling in local communities had arisen because the GJC, after it was established, had asked the communities to set up similar bodies and to keep in touch with the national GJC which had not yet developed any machinery to serve the communities.

MR. SHRODER agreed that the matter might be postponed until the January meeting of the board in Detroit, but wondered whether the Council might not be instrumental in developing some positive action in the intervening two and one-half months.

MR. PEISER suggested that local community agencies engaged in the public relations field might get impatient with the existing national agencies and set up their own coordinating body for civic-protective work.

MR. SHRODER pointed out that the membership of the CJFWF included local community councils whose scope was much broader than that of the GJC since they undertook to cover community interests in many fields of which the civic-protective field was only one. The Council, he said, has an obligation to represent its constituents in this matter as well as in others.

MR. MONSKY agreed but felt that the Council could not be helpful in the present state of affairs. Two months later, he believed, the CJFWF would be in a better position to know what to do. He advised the CJFWF against "moving in on the controversy" at present.



MR. LURIE explained that what was bothering many local communities, especially as it was noted at the East Central States Conference, was that they did not feel themselves partners in the civic-protective work of the national organizations. They were seeking some closer attachment to the national program, he said, and for that reason asked for representation in the GJC, possibly through the CJFWF.

MR. GOLDHAMER suggested that the Council might handle this situation as it was handling the UJA, by appointing a committee to cooperate with the GJC in working out an arrangement satisfactory to the Council's member agencies. MRS. BORG felt that the Council would be jeopardizing its opportunity to be helpful if it injected itself actively in the situation at a precarious moment. MR. WILLEN added that since there was no particular need for hurry, it might be advisable to wait a few weeks before taking action. MR. SHRODER then put the question whether the board wanted to apply for membership in the GJC as suggested by the East Central States Regional Conference.

MR. MAYER MOVED that the question of membership of the Council of Jewish Federations and Welfare Funds in the General Jewish Council be deferred to the January meeting of the Board.

The MOTION was seconded and carried.

MR. SHRODER then requested the board to consider whether or not they should take any other action to inform the GJC of the attitude of the local communities. MR. BERNE AND MR. MAYER felt that there was nothing to be gained by taking any action before January.

MR. SOBELOFF asserted that local communities conducting public relations programs needed contact, not only with the national agencies in the field, but with other local communities carrying on similar work. There have been several meetings of local communities in various regions to discuss mutual problems in the field. They are interested in seeing greater coordination among national agencies in program and fund raising and would like to see the CJFWF represent them in this matter. They are also interested in learning how the machinery of the CJFWF could be used to achieve greater cooperation, among the local communities themselves. The communities, he said, were not ready to have the national agencies decide what the local programs should be and they were asking the CJFWF, as their national body, to help them solve the common problems they were struggling to meet, individually.

MR. MONSKY asked whether Mr. Sobeloff was suggesting that the CJFWF enter the civic-protective field. If the GJC should work out a program of service to the local communities, he felt, the communities should work with the existing machinery rather than set up some new mechanism.

MR. GOLDHAMER pointed out that the four agencies had originally come together only under pressure from Pittsburgh and other communities. Since the Council had had an interest in the establishment of the GJC at the start, he said, it could not stay aloof at this juncture. MR. SHRODER felt that in view of Mr. Monsky's statement of the present situation, the CJFWF would be weakening its own position if it injected itself into a possible explosion. MR. GOLDHAMER replied that some action now by the Council might help prevent eventualities which might jeopardize the existence of the GJC.



MR. RABINOFF pointed out that the interest of the CJFWF in this field was confined largely to the form of local organization for civic-protective work and not the content of this work. MR. SOBELOFF added that the communities were eager to learn the best type of local organization for this work. At present, they were not certain and they needed the chance to discuss the matter with each other. MR. SHRODER said that communities wishing to organize public relations programs can call upon the CJFWF for assistance and pointed out that the Council was already providing the opportunity for discussion of the matter by local delegates at regional conferences. MR. GOLDSTEIN asserted that the form of local organization would depend to a large extent on the action of the GJC and that, therefore, the CJFWF would for the moment, have to bide its time. MR. WILLEN commented that for once waiting would be for a relatively short time.

MR. LURIE reported that the General Assembly would devote a session to local organization for public relations work. Neither the staff of the Council, nor the board, he said, was yet in a position to determine which form of local organization was best. Local communities were still finding their way in organizing this new field.

MR. HOLLANDER suggested that the board might merely transmit to the GJC the resolutions on civic-protective matters passed by the various regional conferences of the CJFWF in recent months. MR. LURIE explained that the regional conferences have already transmitted these resolutions to the GJC and its constituent agencies directly.

MR. MAYER MOVED that action by the Council of Jewish Federations and Welfare Funds in regard to national civic-protective activities be deferred until after the General Jewish Council shall have decided upon its course.

The MOTION was seconded and carried.

The meeting was adjourned.



# Council of Jewish Federations and Welfare Funds, Inc.

*including the activities of the*

BUREAU OF JEWISH SOCIAL RESEARCH

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

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OFFICERS: *Chairman of the Board* WILLIAM J. SHRODER, Cincinnati · *President* SIDNEY HOLLANDER, Baltimore  
*Vice-Presidents* WILLIAM ROSENWALD, Greenwich · HENRY WINEMAN, Detroit · IRA M. YOUNKER, New York  
*Secretary* ELIAS MAYER, Chicago · *Treasurer* SOLOMON LOWENSTEIN, New York  
*Executive Director* H. L. LURIE · *Associate Director* GEORGE W. RABINOFF

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November 13, 1939

Rabbi Abba Hillel Silver, National Chairman  
United Jewish Appeal for Refugee and Overseas Needs  
The Temple  
East 105 Street at Ansel Road  
Cleveland, Ohio

Dear Rabbi Silver:

Member welfare fund agencies of our Council by formal resolutions at regional executive meetings and by individual action have expressed approval of the United Jewish Appeal and have urged that the joint appeal for overseas and refugee needs be continued. Our member agencies also favor an extension of the UJA to include other legitimate agencies raising funds in this country for activities overseas or in behalf of Palestinian programs.

These matters were discussed at a meeting of the Board of Directors of the Council held in New York City on November 11 and 12 at which time the Board accepted responsibility for furthering the wishes of its member agencies and for using its best efforts to establish an equitable plan of operation. During its New York City session, the Board held a special conference with representatives of seven of the major overseas agencies including the JDC, UPA and NRS, at which time the representatives of these agencies also expressed a desire that a committee of the Council help to bring about the mutual aims of the fund raising agencies and the welfare fund communities.

The Board of the Council, therefore, authorized its Committee on National Jewish Agencies of which Mr. Ira M. Younker is chairman to take the necessary preliminary steps. Upon the successful completion of these preliminaries, a special committee to be appointed, including representatives of some of the larger welfare fund communities, will be empowered to formulate the program and to work out the essential details.

Since the suggestions for 1940 depend upon the initiative and the action to be taken by the present United Jewish Appeal, we trust that you will give earnest consideration to the



COUNCIL OF JEWISH FEDERATIONS AND WELFARE FUNDS, INC.

Rabbi Abba Hillel Silver  
Cleveland, Ohio

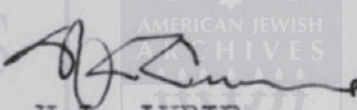
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November 13, 1939

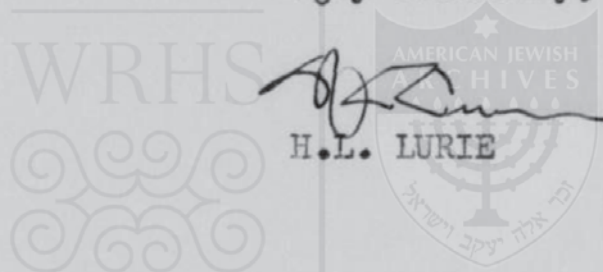
expressed wishes of the welfare funds and the Board of the Council. We would appreciate if you would suggest the specific procedures that, in your opinion, would result in securing the most satisfactory planning for next year.

We should like to consult with you so that we may have your advice and guidance in carrying out the action of the Board. The special committee will be appointed as soon as we are informed that the present member agencies of the UJA desire to continue the plan of joint fund raising and are prepared to take the next steps in this matter.

Very sincerely,

  
H.L. LURIE

HLL/ed





November 20, 1939

Mr. H. L. Lurie, Executive Director  
Council of Jewish Federations and Welfare Funds, Inc.  
165 West 46th St.  
New York, N.Y.

My dear Mr. Lurie:

Let me thank you for your kind letter of November 13. Now that the work of the Allocations Committee of the United Jewish Appeal is finished, we are in a better position to proceed with our negotiations with the J.D.C. for an agreement touching the 1940 campaign. An initial exploratory meeting has been arranged for Monday, November 27. I shall be very pleased to apprise you of the progress which we make.

I am happy to learn of the position which was taken by the welfare fund agencies of the Council endorsing the idea of a joint appeal for overseas and refugee needs. I think that that is the only logical procedure.

With all good wishes, I remain

Very cordially yours,

AHS:BK



# Council of Jewish Federations and Welfare Funds, Inc.

*Including the Activities of the Bureau of Jewish Social Research*

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

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OFFICERS: *Chairman of the Board* WILLIAM J. SHRODER, Cincinnati • *President* SIDNEY HOLLANDER, Baltimore  
*Vice-Presidents* WILLIAM ROSENWALD, Greenwich • HENRY WINEMAN, Detroit • IRA M. YOUNKER, New York  
*Secretary* ELIAS MAYER, Chicago • *Treasurer* SOLOMON LOWENSTEIN, New York  
*Executive Director* H. L. LURIE • *Associate Director* GEORGE W. RABINOFF

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November 21, 1939

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

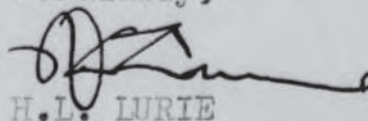
Dear Rabbi Silver:

You will be interested to learn that the JDC has given favorable consideration to the request of the Council for a grant in behalf of the New York community and from the funds of the Greater New York United Jewish Appeal. We have been informed that an allocation of \$5,000 has been made to the Council for this purpose. This amount together with similar action taken by the UPA gives the Council a more equitable contribution from the New York community than would otherwise have been available. We appreciate the leadership taken by your agencies in this matter.

Growing out of the Board meeting and the meeting with the overseas agencies, a special committee is being appointed by the Council to cooperate with the overseas agencies in working out plans for a united appeal for next year. We understand that there will be a conference between representatives of the JDC and the UPA on November 27th and we shall be glad to call our committee into consultation with your agencies as soon as possible after that date as seems desirable to you.

With kindest regards, I am

Cordially,



H.L. LURIE

HLL/ed



# Council of Jewish Federations and Welfare Funds, Inc.

*including the activities of the*

BUREAU OF JEWISH SOCIAL RESEARCH

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*Executive Director* H. L. LURIE · *Associate Director* GEORGE W. RABINOFF

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November 29, 1939

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

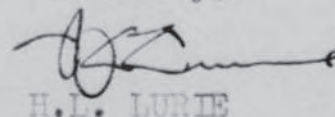
Dear Rabbi Silver:

I understand that the representatives of the JDC and UPA in the UJA have held their first meeting on November 27th to discuss the outlook for continuing cooperation in 1940. Our president, Mr. Sidney Hollander, has appointed the committee of leading welfare fund representatives which we mentioned in a previous letter. We shall plan a meeting of this committee in New York City at such time as you and Rabbi Wise advise us of the desirability of joint conversations between our committee and representatives of the agencies in the UJA.

I would appreciate if you would give us at least one week's time in advance of the proposed meeting so that we can get in contact with the members of our committee, many of whom live at a distance from New York City.

With kindest regards, I am

Cordially,

  
H.L. LURIE

HLL/ed



## CLASS OF SERVICE

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# WESTERN (22) UNION

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PRESIDENT

NEWCOMB CARLTON  
CHAIRMAN OF THE BOARD

J. C. WILLEVER  
FIRST VICE-PRESIDENT

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RABBI ABBA HILLEL SILVER=

THE TEMPLE ANSEL RD AND 105 ST=

WRHS  
AMERICAN JEWISH ARCHIVES

HOLDING PRELIMINARY MEETING OF WELFARE FUND REPRESENTATIVES  
ON MONDAY DECEMBER 18 AT 1030 AM AT COUNCIL OFFICE YOUR  
PRESENCE URGENTLY REQUESTED BECAUSE OF YOUR INTEREST FROM  
THE POINT OF VIEW OF CLEVELAND OUTLINE OF QUESTIONS OF  
DISCUSSIONS BEING MAILED TO YOU TONIGHT=

H L LURIE.

.18 1030 AM.

THERE IS NO DEPENDABLE SUBSTITUTE FOR WESTERN UNION TIME



12/14/39

(Prepared by Council of Jewish Federations and Welfare Funds)

For discussion December 18, 1939

## MEMORANDUM ON 1940 OVERSEAS PLANNING

Questions for Members of the Council Committee of Ten

The major question to be considered in the December 18th conference is the development of a joint plan for raising funds in the United States for refugees, overseas relief and Palestine agencies. The majority of welfare funds have expressed themselves strongly in favor of such a plan. There are involved the following specific questions on the details of plan and procedures:

1. Campaign Goals. Plans for 1940 campaigns will depend, to a considerable degree, upon the outlook for securing adequate funds for these programs. It is estimated that for 1939 the agencies under consideration will raise from welfare funds and individual solicitation a total of approximately \$21 million. On the basis of the rate of expenditures and disbursements as of the end of 1939, we can estimate that unless present programs are reduced in volume, these organizations will have a minimum budget of approximately \$24 million. A number of the agencies believe that their urgent tasks require increased commitments and disbursements during 1940.

Question: What is the outlook for securing support for programs involving expenditures upwards of \$24 million?

2. Structure. The UJA in 1939 was organized by the JDC and UPA with the NRS as a beneficiary agency of the campaign.

- Questions:
- a) Shall the structure of the joint appeal for 1940 continue this basis of two major agencies, with associated beneficiary organizations, or is it preferable to have a more general structure with direct participation of all the agencies involved in the organization and administration of the UJA?
  - b) If a broader structure is advisable, what suggestions should be made covering the participation of large and small fund raising organizations?
  - c) Should welfare funds be specifically represented in the 1940 UJA set up?

3. Allocations and Campaign Commitments. The 1939 UJA operated on a basis of prior commitments for basic budgets amounting to \$9,500,000, plus an Allocations Committee for distributing funds received exceeding this minimum. Unless a very large goal is set beyond present disbursements of the overseas and refugee agencies, a similar plan for 1940, would absorb for present commitments practically all of the funds being raised leaving a negligible sum for future allocation.



- Questions: a) Can a procedure be developed more closely resembling the budgeting process, with no prior commitments or with limited commitments and flexibility for the distribution of major funds received to meet conditions and emergencies as they arise during the year?
- b) In the event that plans of the UJA do not extend to all of the important auxiliary overseas and Palestinian agencies, do we wish to suggest that welfare funds make a lump sum allocation for all of the overseas and Palestinian agencies, designating the names of beneficiary agencies but not the amounts, and asking that a Distribution Committee be set up by the UJA in behalf of all agencies engaged in overseas and refugee work that are beneficiaries of welfare funds?

4. Discussions are being held only with the JDC and UPA.

Question: What suggestions should be offered concerning methods of including other agencies in the discussions at this time?





# Council of Jewish Federations and Welfare Funds, Inc.

*including the activities of the*

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December 15, 1939

Dear Friend:

This is a cordial and urgent invitation for you to attend the forthcoming General Assembly of the Council of Jewish Federations and Welfare Funds meeting in Detroit, Michigan, January 27, 28 and 29. At the sessions the Jewish leadership of the country will have before them the most important and far-reaching problems that have faced our federations and welfare funds in several decades. It is essential therefore, that the attendance be representative of the thought and opinion of our member agencies.

In planning the Assembly, the program committee headed by Mr. Joseph P. Loeb of Los Angeles, has definitely in mind the major questions with which our agencies and communities must deal. The program will do two things: first, make available the most authoritative and up-to-the-minute information on major problems, and second, provide for discussion which will help formulate broad lines of policy to serve as guides for 1940 programs. Among the subjects for discussion are -

The possibility of joint fund-raising and cooperative programs among the agencies engaged in refugee and overseas service.

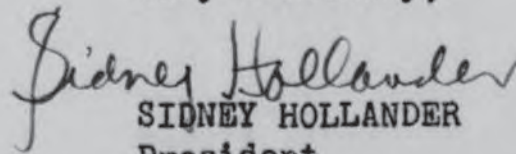
Local welfare needs and the risks involved in a "standstill" policy.

Group and public relations and the progress made in coordinating national and local services in this field.

Committees of the Council have been actively at work on these and other questions and the results of their studies will be presented at the several sessions. Within the next few weeks I will be pleased to send you a copy of the preliminary program with additional details.

Meanwhile, it is my earnest hope that you will arrange to attend the Assembly and that you will so advise the Council on the enclosed card promptly.

Very sincerely,

  
SIDNEY HOLLANDER  
President

encl.

GENERAL ASSEMBLY · JANUARY 27-28-29, 1940 · DETROIT, MICH.



Council of  
Jewish Federations and Welfare Funds,  
Inc.

*including the Bureau of Jewish Social Research*

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

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December 18, 1939

Rabbi Abba Hillel Silver, Chmn.  
Jewish Welfare Fund  
Cleveland, Ohio

Dear Rabbi Silver:

We enclose:

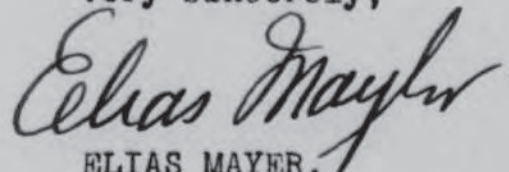
- a) formal notice of the annual meeting of the Council of Jewish Federations and Welfare Funds to be held in Detroit, January 27, 28, 29, 1940
- b) the report of the Nominating Committee, as required by the By-Laws
- c) the sections of the By-Laws covering the nominating and voting procedures
- d) the list of member agencies indicating the number of voting delegates to which each is entitled.

If you have not already done so, will you please send us at your earliest convenience a list of persons in your city to whom individual invitations to the General Assembly should be addressed. These invitations are now going into the mails and the preliminary program will follow later in the month.

In a number of cities, the presidents of our member agency are sending out special announcements of the Assembly to board members, campaign and budget chairmen and others interested in Jewish communal activities. In view of the importance of the Assembly this year, may we urge that you take such steps as may be necessary to bring the Assembly and the program to the attention of your associates. The subject matter of the Assembly might well be discussed at your forthcoming board meeting in order that your delegates may be in a position to bring the Assembly the point of view of your group on the questions which are coming up for consideration.

May we have your hearty cooperation.

Very sincerely,

  
ELIAS MAYER,  
Secretary

GENERAL ASSEMBLY · JANUARY 27-28-29, 1940 · DETROIT, MICH.



December 18, 1939

FROM: Elias Mayer, Chicago

TO: Member Agencies of Council

NOTICE OF ANNUAL MEETING  
OF THE  
COUNCIL OF JEWISH FEDERATIONS AND WELFARE FUNDS  
AND REPORT OF NOMINATING COMMITTEE

Notice is hereby given of the annual meeting of the Assembly of the Council of Jewish Federations and Welfare Funds to be held January 27, 28, 29, 1940 at the Statler Hotel, Detroit, Mich. The annual election of officers and members of the Board of Directors to fill vacancies will be held at the meeting on January 28 at 11:30 A. M.

\* \* \* \* \*

Report of Nominating Committee

The Nominating Committee consisting of Arthur Brin, Minneapolis, Chairman, Joseph M. Berne, Cleveland; S. Mason Ehrman, Portland; Harry Greenstein, Baltimore; Donald Kaffenburgh, Hartford; Isidor Loeb, St. Louis and Herbert Mallinson, Dallas, presents the following report:

Nominations for Officers for the Year 1940

Chairman of Board	William J. Shroder, Cincinnati
President	Sidney Hollander, Baltimore
Vice Presidents	William Rosenwald, Greenwich Henry Wineman, Detroit Ira M. Younker, New York
Secretary	Elias Mayer, Chicago
Treasurer	Solomon Lowenstein, New York

Nominations for Members of the Board for 3 Year Term

George Backer, New York	Edwin J. Schanfarber, Columbus
Fred M. Butzel, Detroit	Rabbi Abba Hillel Silver, Cleveland
Elias Mayer, Chicago	William J. Shroder, Cincinnati
Herbert Mallinson, Dallas	Joseph Willen, New York
Solomon Lowenstein, New York	Henry Wineman, Detroit
William Rosenwald, Greenwich	James L. White, Salt Lake City
Ira M. Younker, New York	

Nominations for a Member of the Board for 2 Year Term

Robert J. Koshland, San Francisco

Nominations for a Member of the Board for 1 Year Term

Dr. Louis Levy, Memphis

- - - - -



The By-Laws provide for independent nominations of candidates for election at the annual meeting, as follows:

ARTICLE V - 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. 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 a letter signed by five (5) members, 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.

- - - - -

Note that the following present members of the Board of Directors continue in office:

Mrs. Sidney C. Borg, New York  
Arthur Brin, Minneapolis  
S. Mason Ehrman, Portland, Ore.  
A. Richard Frank, Chicago  
I. Edwin Goldwasser, New York  
Samuel Goldhamer, Cleveland  
Sidney Hollander, Baltimore  
Joseph P. Loeb, Los Angeles  
Charles Rosenbloom, Pittsburgh  
Walter N. Rothschild, Brooklyn  
Ben M. Selekman, Boston  
Edward M. M. Warburg, New York

David Watchmaker, Boston

Irvin Bettmann, St. Louis  
Jacob Blaustein, Baltimore  
Joseph Goldstein, Rochester  
David M. Heyman, New York  
Mrs. Sieg. Herzog, Cleveland  
Donald Kaffenburgh, Hartford  
Henry Monsky, Omaha  
Mrs. Irving Metzler, Los Angeles  
Kurt Peiser, Philadelphia  
Charles A. Riegelman, New York  
Jesse H. Steinhart, San Francisco  
Eugene Warner, Buffalo



December 18, 1939

LIST OF MEMBER AGENCIES AND NUMBER OF ASSIGNED VOTES

	<u>No. of Delegates</u>		<u>No. of Delegates</u>
AKRON, OHIO	4	BUFFALO, N. Y.	3
Jewish Social Service Federation		Jewish Federation for Social Serv.	
Jewish Welfare Fund			
ALBANY, N. Y.	2	BUTLER, PA.	2
Jewish Community Council		Jewish Community Chest	
ALBUQUERQUE, N. M.	2	BUTTE, MONT.	2
Albuquerque Jew. Fed. of Charities		Jewish Welfare Chest	
ALEXANDRIA, LA.	2	CAMDEN, N. J.	2
Jewish Welfare Federation		Federation of Jewish Charities	
ALTOONA, PA.	2	CANTON, OHIO	4
Federation of Jewish Philanthropies		Jewish Welfare Fund	
ASHEVILLE, N. C.	2	Jewish Welfare League	
Federated Jewish Charities		CENTRALIA, WASH.	2
ATLANTA, GA.	4	Centralia-Chehalis Jewish Welfare Fund	
Federation for Jewish Social Serv.		CHATTANOOGA, TENN.	2
Jewish Welfare Fund		Jewish Welfare Federation	
ATLANTIC CITY, N. J.	2	CHICAGO, ILL.	8
Federation of Jewish Charities		Jewish Charities	
BAKERSFIELD, CALIF.	2	Jewish Welfare Fund	
United Jewish Welfare Fund		CINCINNATI, OHIO	5
BALTIMORE, MD.	4	Jewish Community Council	
Associated Jewish Charities		United Jewish Social Agencies	
BAYONNE, N. J.	2	CLEVELAND, OHIO	6
Jewish Community Council		Jewish Welfare Federation	
BINGHAMTON, N. Y.	2	Jewish Welfare Fund	
Jewish Community Council		COLUMBUS, OHIO	2
BIRMINGHAM, ALA	2	United Jewish Fund	
United Jewish Fund		Jewish Welfare Federation	
BOSTON, MASS.	6	CORPUS CHRISTI, TEXAS	2
Associated Jewish Philanthropies		Jewish Welfare Fund	
United Jewish Campaign		DALLAS, TEXAS	2
BRIDGEPORT, CONN	4	Jewish Fed. for Social Service	
Jewish Welfare Bureau & Children's Society		DAVENPORT, IOWA	2
Jewish Community Council		Jewish Charities	
BROOKLY, N. Y. (N.Y.C.)	6	DAYTON, OHIO	4
Federation of Jewish Charities		Jewish Fed. for Social Service	
BROCKTON, MASS.	2	United Jewish Council	
United Jewish Appeal		DES MOINES, IOWA	2
		Jewish Welfare Fund	



	<u>No. of Delegates</u>		<u>No. of Delegates</u>
DETROIT, MICH. Jewish Welfare Federation	4	INDIANAPOLIS, IND. Jewish Federation Jewish Welfare Fund	4
DULUTH, MINN. Jewish Welfare Federation	2	JACKSON, MICH. Jewish Federation	2
EDMONTON, ALBERTA, CANADA Jewish Federation	2	JACKSONVILLE, FLA. Jewish Community Council	2
ELGIN, ILL. Jewish Welfare Chest	2	JOHNSTOWN, PA. United Jewish Appeal	2
EL PASO, TEXAS Jewish Federation	2	JOLIET, ILL. Jewish Welfare Chest	2
ERIE, PA. Jewish Community Council	2	KANSAS CITY, MO. Jewish Welfare Federation United Jewish Charities	5
FARGO, N.D. Jewish Community	2	LANCASTER, PA. Organized Jewish Charities	2
FITCHBURG-LEOMINSTER, MASS. Jewish Community Council	2	LINCOLN, NEB. Jewish Welfare Federation	2
FLINT, MICH. Federation of Jewish Charities	2	LONG BEACH, CALIF. United Jewish Welfare Fed.	2
FORT WAYNE, IND. Jewish Federation	2	LOS ANGELES, CALIF. Fed. of Jewish Welfare Org's. Jewish Community Council	6
FORT WORTH, TEXAS Jewish Federation	2	LOUISVILLE, KY. Conference of Jewish Organizations Jewish Welfare Federation	4
FRESNO, CALIF. Jewish National Welfare Fund	2	MEMPHIS, TENN. Federation of Jewish Welf. Agencies Jewish Welfare Fund	4
HAMILTON, ONTARIO, CANADA The Jewish Social Services United Jewish Welfare Fund	4	MIAMI, FLA. Greater Miami Federation of Jewish Welfare Funds	2
HARRISBURG, PA. United Jewish Community	2	MIDDLETOWN, N.Y. United Jewish Appeal	2
HARTFORD, CONN. Jewish Welfare Fund	3	MILWAUKEE, WIS. Federated Jewish Charities Jewish Welfare Fund	5
HELENA, ARK. Federated Jewish Charities	2	MINNEAPOLIS, MINN. Federation for Jewish Service	3
HOUSTON, TEXAS Jewish Community Council	2	MONROE, LA. United Jewish Charities of N.E. La.	2
HUNTINGTON, W. VA. United Jewish Fund	2		



	<u>No. of Delegates</u>		<u>No. of Delegates</u>
MONTGOMERY, ALA. Jewish Federation	2	PORTLAND, ORE. Federated Jewish Societies Oregon Jewish Welfare Fund	4
NASHVILLE, TENN. Jewish Community Council	2	PROVIDENCE, R. I. Jewish Fed. for Social Service	3
NEWARK, N.J. Conferences of Jewish Charities	4	RALEIGH, N. C. Federated Jewish Charities	2
NEWBURGH, N. Y. United Jewish Charities	2	READING, PA. Jewish Community Council	2
NEW HAVEN, CONN. Jewish Community Council Jewish Family Service	5	RICHMOND, VA. Jewish Community Council	2
NEW ORLEANS, LA. Jewish Charitable & Educa. Fed. Jewish Welfare Fund	4	RIVERSIDE, CALIF. Jewish Joint Distribution Committee	2
NEW YORK, N. Y. Federation for Support of Jewish Philanthropic Societies	6	ROCHESTER, N. Y. Jewish Welfare Council United Jewish Welfare Fund	5
NIAGARA FALLS, N. Y. Jewish Federation	2	ROCKFORD, ILL. Federation of Jewish Charities	2
NORFOLK, VA. United Jewish Fund	2	ROCK ISLAND, ILL. United Jewish Charities	2
OAKLAND, CALIF. Jewish Federation United Jewish Welfare Fund	4	SACRAMENTO, CALIF. United Jewish Welfare Fund	2
OMAHA, NEB. Federation for Jewish Service	2	SALEM, OHIO Jewish Federation	2
PASSAIC, N. J. Jewish Community Council	2	SALT LAKE CITY, UTAH United Jewish Council	2
PEORIA, ILL. Jewish Welfare Fund	2	SAN ANTONIO, TEXAS Jewish Social Service Fed.	2
PETERSBURG, VA. United Jewish Community Fund	2	SAN DIEGO, CALIF. United Jewish Fund	2
PHILADELPHIA, PA. Federation of Jewish Charities Allied Jewish Appeal	7	SAN FRANCISCO, CALIF. Federation of Jewish Charities Jewish National Welfare Fund	5
PITTSBURGH, PA. Fed. of Jewish Philanthropies United Jewish Fund	5	SAN JOSE, CALIF. Jewish Federation	2
PONTIAC, MICH. Federated Jewish Charities	2	SAVANNAH, GA. United Jewish Appeal	2
		SANTA ANA, CALIF. United Welfare Fund of Orange County	2



	<u>No. of Delegatos</u>		<u>No. of Delegates</u>
SCHENECTADY, N. Y. United Jewish Appeal	2	TOLEDO, OHIO Jewish Federation United Jewish Fund	4
SCRANTON, PA. Jewish Federation	2	TORONTO, ONTARIO, CANADA Fed. of Jewish Philanthropies United Jewish Welfare Fund	4
SEATTLE, WASH. Federated Jewish Fund Jewish Welfare Society	4	TRENTON, N. J. Jewish Federation	2
SELMA, ALA. Jewish Welfare Fund	2	TROY, N. Y. United Hebrew Charities	2
SHEBOYGAN, WIS. Federated Jewish Charities	2	TULSA, OKLA. Jewish Community Council	2
SHEFFIELD, ALA. Federated Charities	2	VANCOUVER, B.C., CANADA Jewish Administrative Council	2
SIOUX CITY, IOWA Fed. of Jewish Social Services	2	VICKSBURG, MISS. Jewish Welfare Federation	2
SIOUX FALLS, S.D. Jewish Welfare Fund	2	VIRGINIA, MINN. Federation for Jewish Service	2
SOUTH BEND, IND. Jewish Welfare Fund	2	WACO, TEXAS Jewish Federated Charities United Jewish Appeal	4
SPOKANE, WASH. Jewish Welfare Association	2	WARREN, OHIO Jewish Federation	2
SPRINGFIELD, MASS. Jewish Social Service Bureau Jewish Welfare Fund	4	WASHINGTON, D. C. Jewish Social Service Agency Jewish Community Council	4
ST. LOUIS, MO. Jewish Federation Jewish Welfare Fund	5	WATERTOWN, N. Y. Jewish Federation of Charities	2
ST. PAUL, MINN. Jewish Welfare Association United Jewish Fund	4	WHEELING, W. VA. Jewish Central Committee	2
STEUBENVILLE, OHIO Jewish Community Council	2	WICHITA, KAN. Mid-Kansas Jewish Welfare Fed.	2
STOCKTON, CAL. National Jewish Welfare Fund	2	WILKES-BARRE, PA. Wyoming Valley Jewish Committee	2
SYRACUSE, N. Y. Jewish Welfare Federation	2	WILLIAMSPORT, PA. Federation of Jewish Charities	2
TACOMA, WASH. Federated Jewish Fund	2	WILMINGTON, DEL. Jewish Federation of Delaware	2



	<u>No. of Delegates</u>		<u>No. of Delegates</u>
WINNIPEG, MANITOBA, CANADA Jewish Welfare Fund	2	YORK, PA. Jewish Organized Charities	2
WINSTON-SALEM, N.C. Jewish Community Council	2	YOUNGSTOWN, OHIO Jewish Foderation	2
WORCESTER, MASS. Jewish Social Service Agency Jewish Welfare Fund	4		





CLASS OF SERVICE DESIRED	
DOMESTIC	CABLE
TELEGRAM	FULL RATE
DAY LETTER	DEFERRED
NIGHT MESSAGE	NIGHT LETTER
NIGHT LETTER	SHIP RADIOGRAM

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# WESTERN UNION

R. B. WHITE  
PRESIDENT

NEWCOMB CARLTON  
CHAIRMAN OF THE BOARD

J. C. WILLEVER  
FIRST VICE-PRESIDENT

1206-A

CHECK
ACCT'G INFMN.
TIME FILED

Send the following message, subject to the terms on back hereof, which are hereby agreed to

December 20, 1939

Mr. H. L. Lurie  
165 West 46th St.  
New York, N.Y.

IN ACCORDANCE WITH OUR UNDERSTANDING LAST MONDAY A COMMITTEE OF THREE OF THE UPA WOULD BE HAPPY TO MEET A SIMILAR COMMITTEE OF THE JDC AND OF THE COUNCIL OF FEDERATIONS FOR FURTHER NEGOTIATIONS AT YOUR CONVENIENCE SOME DAY NEXT WEEK. WE SUGGEST THE AFTERNOON OR EVENING OF TUESDAY OR THURSDAY. PLEASE WIRE REPLY. KINDEST REGARDS.

ABBA HILLEL SILVER

WESTERN UNION MESSENGERS ARE AVAILABLE FOR THE DELIVERY OF NOTES AND PACKAGES



## CLASS OF SERVICE

This is a full-rate Telegram or Cablegram unless its deferred character is indicated by a suitable symbol above or preceding the address.

# WESTERN UNION

R. B. WHITE  
PRESIDENT

NEWCOMB CARLTON  
CHAIRMAN OF THE BOARD

J. C. WILLEVER  
FIRST VICE-PRESIDENT

## SYMBOLS

DL = Day Letter

NM = Night Message

NL = Night Letter

LC = Deferred Cable

NLT = Cable Night Letter

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Received at 2016 East 105th St., Cleveland, Ohio. Telephone Cedar 1867 1939 DEC 20 PM 6 18

HW195 35DL=EJ NEWYORK NY 20 512P

RABBI ABBA HILLEL SILVER=

THE TEMPLE EAST 105 ST AT ANSEL RD CLEVE=

SUGGESTED DATES FOR MEETING SATISFACTORY TO SIDNEY  
HOLLANDER HAVE WIRED OTHER MEMBERS OF COMMITTEE  
WILLIAM SHRODER CINCINNATI AND ELIAS MAYER CHICAGO  
WILL WIRE TOMORROW DATE PREFERRED IS ADDITION OF A  
FOURTH MEMBER TO COMMITTEE POSSIBLE:

=H L LURIE.



CLASS OF SERVICE DESIRED	
DOMESTIC	CABLE
TELEGRAM	FULL RATE
DAY LETTER	DEFERRED
NIGHT MESSAGE	NIGHT LETTER
NIGHT LETTER	SHIP RADIOGRAM

Patrons should check class of service desired; otherwise message will be transmitted as a full-rate communication.

# WESTERN UNION

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CHAIRMAN OF THE BOARD

J. C. WILLEVER  
FIRST VICE-PRESIDENT

1206-A

CHECK
ACCT'G INFMN.
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Send the following message, subject to the terms on back hereof, which are hereby agreed to

Dec. 21, 1939

H. L. Lurie  
165 W. 46th St.  
New York, N.Y.

REPRESENTATION LIMITED TO THREE MEMBERS FOR EACH GROUP. KINDEST REGARDS

ABBA HILLEL SILVER



CLASS OF SERVICE DESIRED	
DOMESTIC	CABLE
TELEGRAM	FULL RATE
DAY LETTER	DEFERRED
NIGHT MESSAGE	NIGHT LETTER
NIGHT LETTER	SHIP RADIOGRAM

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# WESTERN UNION

R. B. WHITE  
PRESIDENT

NEWCOMB CARLTON  
CHAIRMAN OF THE BOARD

J. C. WILLEVER  
FIRST VICE-PRESIDENT

CHECK
ACCT'G INFMN.
TIME FILED

Send the following message, subject to the terms on back hereof, which are hereby agreed to

December 21, 1939

H. L. Lurie  
165 W. 46th St.  
New York, N.Y.

NEGOTIATIONS COMMITTEE MEETING SET TUESDAY DECEMBER 26, 8 P.M.  
AT 342 Madison Avenue.

ABBA HILLEL SILVER

WRHS





# Council of Jewish Federations and Welfare Funds, Inc.

*including the activities of the*

BUREAU OF JEWISH SOCIAL RESEARCH

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

---

OFFICERS: *Chairman of the Board* WILLIAM J. SHRODER, Cincinnati · *President* SIDNEY HOLLANDER, Baltimore  
*Vice-Presidents* WILLIAM ROSENWALD, Greenwich · HENRY WINEMAN, Detroit · IRA M. YOUNKER, New York  
*Secretary* ELIAS MAYER, Chicago · *Treasurer* SOLOMON LOWENSTEIN, New York  
*Executive Director* H. L. LURIE · *Associate Director* GEORGE W. RABINOFF

---

December 22, 1939

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


Dear Rabbi Silver:

The committee representing the Council at the meeting scheduled for Tuesday, December 26th at 8 P.M. will consist of Sidney Hollander, Baltimore, Irvin Bettmann, St. Louis and Samuel A. Goldsmith, Chicago. I am assuming also that it will be permissible for me, as an ex-officio member, to attend the conference and that similar privileges are being extended to the executives of the other organizations.

I meant to ask you, when I saw you in New York this week, whether you can plan to be with us at the General Assembly to be held in Detroit on January 27-28-29. We would like, particularly, to have you available for the Saturday evening meeting and to present Chaim Weizmann to our audience with a special introduction. In addition, we will need your services very much at the meeting on Monday morning when plans for the overseas fund raising are to be presented and discussed by our member agencies. These are special tasks in addition to your general responsibilities as a member of the Board of the Council to attend the Board and all other meetings that are to be scheduled. Specific information about these meetings will be sent to you in due course.

With kindest regards, I am

Very sincerely,

  
H. L. LURIE

HLL/ed

GENERAL ASSEMBLY · JANUARY 27-28-29, 1940 · DETROIT, MICH.



NO. 69

Attention

CAMPAIGN CHAIRMAN  
PUBLICITY CHAIRMAN

Not for publication

# BULLETIN

## For Member Agencies

December 28, 1939

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### GIVING AND GIVERS TO FEDERATION AND WELFARE FUND CAMPAIGNS

(An analysis of 1938 campaign results)

The reports on 171 campaigns conducted by Jewish federations and welfare funds during 1938 in 164 cities permit some significant analyses regarding the distribution of gifts and givers, geographically and by size of community and of gift. These campaigns resulted in pledges totalling 15,060,360. on behalf of local, national and overseas needs. Over 195,000 contributors made pledges to the 58 campaigns for which detailed figures have been made available.

The details are presented herewith:

#### Regions from which the money came

Distributed by regions, the 97 campaigns held in the cities located in the northeastern states (Metropolitan New York, Metropolitan Chicago, Upstate New York and Ontario, New England, East Central and Central Atlantic Regions), netted over 83 percent of the total raised by the 171 federations and welfare funds. These regions include such large population centers as New York, Brooklyn, Philadelphia, Baltimore, Boston and Chicago, and hold over 76 percent of the total Jewish population of the country. This group of large cities, depending on direct appeals to the Jewish community for the support of their local Jewish federations, account in the main for the large proportion of funds raised in this territory.



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**COUNCIL OF JEWISH FEDERATIONS AND WELFARE FUNDS**  
**NATIONAL OFFICE: 165 WEST 46th STREET · NEW YORK CITY**

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Table I. Amount and Percent of Total Raised in 1938  
by States and Regions

	No. Cities Reporting	No. of Campaigns	Amount	Percent
<u>Central Atlantic</u>	<u>19</u>	<u>21</u>	<u>\$1,771,240.</u>	<u>11.8</u>
Delaware	1	1	54,550	0.4
Eastern Pennsylvania	9	10	867,854	5.8
Maryland	1	1	565,000	3.7
Southern New Jersey	3	4	98,497	0.7
Virginia	4	4	74,710	0.5
Washington, D.C.	1	1	110,629	0.7
<u>East Central</u>	<u>36</u>	<u>37</u>	<u>1,830,369</u>	<u>12.2</u>
Indiana	6	6	114,012	0.8
Kentucky	3	4	22,837	0.2
Michigan	2	2	392,732	2.6
Ohio	15	15	968,394	6.4
West Virginia	3	3	46,036	0.3
Western Pennsylvania	7	7	286,358	1.9
<u>Metropolitan Chicago</u>	<u>1</u>	<u>1</u>	<u>1,413,747</u>	<u>9.4</u>
<u>Metropolitan New York</u>	<u>12</u>	<u>12</u>	<u>5,881,171</u>	<u>39.0</u>
New Jersey	10	10	205,871	1.3
New York	2	2	5,675,300	37.7
<u>New England</u>	<u>10</u>	<u>11</u>	<u>254,653</u>	<u>6.3</u>
Connecticut	4	4	104,211	0.7
Massachusetts	6	7	850,442	5.6
<u>Southeastern</u>	<u>17</u>	<u>17</u>	<u>283,521</u>	<u>1.9</u>
Alabama	5	5	24,376	0.2
Arkansas	1	1	858	#
Florida	1	1	11,000	0.1
Georgia	2	2	76,745	0.5
Louisiana	3	3	69,542	0.4
Mississippi	1	1	3,570	#
North Carolina	2	2	11,028	0.1
Tennessee	2	2	86,402	0.6



	<u>No. Cities Reporting</u>	<u>No. of Campaigns</u>	<u>Amount</u>	<u>Raised</u>	<u>Percent</u>
<u>Southwestern</u>	<u>10</u>	<u>11</u>	<u>360,710</u>		<u>2.4</u>
Oklahoma	1	1	30,000	0.2	
Texas	9	10	330,710	2.2	
<u>West Central</u>	<u>23</u>	<u>23</u>	<u>843,289</u>		<u>5.6</u>
Illinois	6	6	38,456	0.2	
Iowa	3	3	56,646	0.4	
Kansas	1	1	9,910	0.1	
Minnesota	3	3	147,403	1.0	
Missouri	3	3	385,995	2.6	
Nebraska	2	2	58,063	0.4	
North Dakota	1	1	2,500	#	
South Dakota	1	1	2,383	#	
Wisconsin	2	2	88,867	0.6	
Manitoba, Can.	1	1	53,066	0.3	
<u>Western</u>	<u>21</u>	<u>21</u>	<u>947,739</u>		<u>6.3</u>
Arizona	1	1	,125	#	
California	12	12	788,836	5.2	
Nevada	1	1	1,311	#	
Oregon	1	1	64,740	0.5	
Utah	1	1	16,300	0.1	
Washington	4	4	70,027	0.5	
British Columbia, Can.	1	1	2,400	#	
<u>Upstate New York and Ontario</u>	<u>15</u>	<u>16</u>	<u>773,921</u>		<u>5.1</u>
New York	14	15	553,725	3.7	
Ontario, Can.	1	1	220,196	1.4	
<u>Grand Total</u>	<u>164</u>	<u>171</u>	<u>\$15,060,360</u>		<u>100.0</u>

# - Less than one-tenth of one percent.



### The Role of the Big Cities

Over four-fifths of the total was raised in the campaigns of 19 cities, where total contributions amounted to 100,000 or more. Of these cities, the New York, Chicago, Baltimore and Boston campaigns for local purposes alone account for 51 percent of the total. Contributions to campaigns in the 78 small cities, which raised less than 10,000 each amounted to only 2.3 percent of the total.

Table II. Amounts Raised by Size of Federations and Welfare Funds

Size of Federations and Welfare Funds by Amounts Raised	No. of Cities	No. of Campaigns	Raised Amount	Percent
\$500,000 and over	5	6	\$9,013,747	59.9
100,000 - 499,999	15	16	3,454,191	22.9
50,000 - 99,999	18	18	1,161,071	7.7
25,000 - 49,999	17	17	577,334	3.8
10,000 - 24,999	35	35	504,321	3.4
5,000 - 9,999	30	30	211,410	1.4
Under 5,000	49	49	138,286	0.9
	<u>169</u>	<u>171</u>	<u>\$15,060,360</u>	<u>100.0</u>

### The Role of the Big Gift

For the country as a whole, both large campaigns and small contributions of 100 and over make up over 80 percent of the total raised. Contributions of \$25 - \$50 accounted for 5.3 percent and contributions of "less than \$10" for only 3.3 percent. (These figures are based on an analysis of 58 campaigns which classified the amount raised and the number of contributors by size of contribution. The total raised in these campaigns was \$10,272,294.)

"Big Gifts", however, do not play as prominent a role in the smaller as in the larger cities. In campaigns raising \$500,000 or more, contributions of 100 and over, average 86.7, the "top gifts" alone, i.e. contributions of \$5,000 and over, accounting for 29% of the total raised in these large cities. Going down the scale, we find that the smaller the size of the campaign, the lesser the relative importance of contributions of 100 and over. Thus in campaigns where the totals range from \$100,000 to about half a million, they account for about 70%; in campaigns from \$25,000 to \$50,000 only 59%, and in still smaller campaigns, from \$5,000 to \$10,000, a little over 45%. Deviating somewhat from this formula are the campaigns of less than \$5,000, where the top scale of



giving seems to be rather higher. In these small campaigns, contributions of 100 and over make up on the average 52.5 of the total raised by them. (Table III)

The question whether it pays, from the point of time, effort and cost, to go after the very small contributor of 10 or less, is answered, on the finance side at least, by the following figures. Contributions of 10 or less made up 3.3% of the returns in the 58 campaigns. The proportion of these contributions to the total was relatively high in campaigns of from 10,000 to 50,000, between 7 and 8%. It was considerably lower in the very small "under 5,000" campaigns (4.2%) and still lower at the extreme upper end, in campaigns of 500,000 and over (1.7%).

#### Number and Kind of Givers

How many of the potential givers in a given city are actually contributors to federation and welfare fund campaigns is difficult to determine. There are available neither accurate figures about the size of the Jewish population, nor information about giving ability. Furthermore, variations in definition of "contributors" make comparisons impossible. Some campaigns insist on subscriptions being made only in the name of individuals, others accept partnerships or corporation gifts and count them in their reports as single contributions. Organization, group and employee collections are sometimes individualized in counting the number of givers. Recording practices have not been standardized.

Within these limitations, it is of interest, none the less, to note the distribution of the 195,000 contributors reported by the 58 reporting cities, which hold an estimated Jewish population of 2,954,000. Close to three-fourths of these contributors were, as would be expected, residents of the larger centers, where the campaigns raise from 100,000 to 500,000 and over.

Of the 195,000 givers, contributors of "100 and over" constituted 9.4 percent; the funds contributed by them averaged over 80 percent of the total contributions.

On the other end of the scale are the smaller givers (of less than \$100) who formed 90.6 of the total number of contributors but whose contributions made up less than 20 percent of the total contributed. Included within these two groups are: at one end, the "top givers" constituting 0.1 percent and the "very small givers" (i.e., those who contribute "under 10") who constitute close to 54 percent of the total number of contributors. The proportion of funds coming from these extreme ends is, as already indicated, 22 percent for the former and 3.3 percent for the latter.



TABLE III.A. CONTRIBUTIONS AND NO. OF CONTRIBUTORS TO 58\* FEDERATION AND WELFARE FUND CAMPAIGNS IN 1938,  
BY SIZE OF CAMPAIGNS

-6-

Size of Contribution and Number of Contributors	Size of Campaign, by Amount Raised							TOTAL
	\$500,000 and Over	\$100,000 to 499,999	\$50,000 to 99,999	\$25,000 to 49,999	\$10,000 to 24,999	\$5,000 to 9,999	Under \$5,000	
\$5,000 and Over								
Amount	\$1,975,894	\$ 257,440	\$ 22,047	\$ -	\$ -	\$ -	\$ -	\$ 2,255,381
No. of Contributors	184	28	3	-	-	-	-	215
\$1,000 - 4,999								
Amount	1,773,822	403,002	156,702	67,320	5,500	-	1,000	2,407,346
No. of Contributors	1,044	259	96	50	5	-	1	1,455
\$ 500 - 999								
Amount	722,928	261,364	79,850	41,132	14,050	2,100	2,850	1,124,274
No. of Contributors	1,256	442	128	70	26	4	5	1,931
\$ 100 - 499								
Amount	1,433,650	616,254	204,556	155,970	49,602	4,040	14,836	2,478,908
No. of Contributors	8,510	3,587	1,201	948	310	25	88	14,669
\$ 100 and Over								
Amount	5,906,294	1,538,060	463,155	264,422	69,152	6,140	18,686	8,265,909
No. of Contributors	10,994	4,316	1,428	1,068	341	29	94	18,270
\$ 50 - 99								
Amount	311,918	177,622	58,688	53,276	19,501	2,200	5,463	628,668
No. of Contributors	5,687	3,122	1,031	903	346	37	94	11,220
\$ 25 - 49								
Amount	267,482	155,318	52,077	44,425	18,056	2,186	4,927	544,471
No. of Contributors	10,033	5,621	1,864	1,553	635	75	169	19,950
\$ 10 - 24								
Amount	209,036	160,755	55,334	49,575	17,801	1,845	5,021	499,367
No. of Contributors	17,479	13,002	4,653	3,768	1,412	146	378	40,838
Under \$10								
Amount	117,186	130,398	39,614	32,672	11,307	1,203	1,499	333,879
No. of Contributors	33,061	45,723	12,008	9,739	3,677	373	349	104,930
TOTAL								
Amount	\$6,811,916 <sup>a</sup>	\$2,162,153	\$668,868 <sup>b</sup>	\$444,370	\$135,817 <sup>c</sup>	\$13,574	\$35,596	\$10,272,294
No. of Contributors	77,254	71,784	20,984 <sup>b</sup>	17,031	6,411 <sup>c</sup>	660	1,084	195,208
No. of Campaigns	2	9	11	12	10	2	12	58

Footnotes follow Table III.B.



TABLE III.B. PERCENT DISTRIBUTION OF CONTRIBUTIONS AND NO. OF CONTRIBUTORS TO 58\* FEDERATION AND WELFARE FUND CAMPAIGNS IN 1938, BY SIZE OF CAMPAIGNS

-7-

Size of Contribution and Number of Contributors	Size of Campaign, by Amount Raised							TOTAL
	\$500,000 and Over	\$100,000 to 499,999	\$50,000 to 99,999	\$25,000 to 49,999	\$10,000 to 24,999	\$5,000 to 9,999	Under \$5,000	
\$5,000 and Over								
Amount	29.0	11.9	3.3	-	-	-	-	22.0
No. of Contributors	0.2	#	#	-	-	-	-	0.1
\$1,000 - 4,999								
Amount	26.0	18.6	23.4	15.1	4.1	-	2.8	23.4
No. of Contributors	1.4	0.4	0.5	0.3	0.1	-	0.1	0.8
\$ 500 - 999								
Amount	10.6	12.1	11.9	9.3	10.3	15.5	8.0	10.9
No. of Contributors	1.6	0.6	0.6	0.4	0.4	0.6	0.4	1.0
\$ 100 - 499								
Amount	21.1	28.5	30.6	35.1	36.5	29.8	41.7	24.1
No. of Contributors	11.0	5.0	5.7	5.6	4.8	3.8	8.1	7.5
\$ 100 and Over								
Amount	86.7	71.1	69.2	59.5	50.9	45.2	52.5	80.4
No. of Contributors	14.2	6.0	6.8	6.3	5.3	4.4	8.6	9.4
\$ 50 - 99								
Amount	4.6	8.2	8.8	12.0	14.4	16.2	15.3	6.1
No. of Contributors	7.4	4.4	4.9	5.3	5.4	5.6	8.7	5.7
\$ 25 - 49								
Amount	3.9	7.2	7.8	10.0	13.3	16.1	13.9	5.3
No. of Contributors	13.0	7.8	8.9	9.1	9.9	11.4	15.6	10.2
\$ 10 - 24								
Amount	3.1	7.5	8.3	11.2	13.1	13.6	14.1	4.9
No. of Contributors	22.6	18.1	22.2	22.1	22.0	22.1	34.9	20.9
Under \$10								
Amount	1.7	6.0	5.9	7.3	8.3	8.9	4.2	3.3
No. of Contributors	42.8	63.7	57.2	57.2	57.4	56.5	32.2	53.8
TOTAL								
Amount	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
No. of Contributors	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
No. of Campaigns	2	9	11	12	10	2	12	58



FOOTNOTES:

- \* Agencies included by size of federation and welfare fund by amount raised:

500,000 and over: Chicago, JWF; New York, FSJPS  
100,000 - 499,999: Boston, UJC; Cincinnati, JWF; Cleveland, JWF;  
Los Angeles, UJWF; Newark, CJC; Pittsburgh, UJF;  
St. Louis, JWF; Toronto, UJWF & FJC; Detroit, JWF  
50,000 - 99,999: Atlanta, JWF; Columbus, UJF; Dallas, JFSS;  
Hartford, J F; Houston, UJC; Indianapolis, JWF;  
Minneapolis, FJS; New Orleans, JWF;  
Portland, OJWF; Rochester, UJWF; Youngstown, JF  
25,000 - 49,999: Des Moines, J.F; Harrisburg, UJC; Louisville,  
CJO; Memphis, JWF; Oakland, UJWF; Omaha, JP;  
St. Paul, UJF; San Antonio, JSSF; Syracuse, JTF;  
Toledo, UJF; Trenton, JF; Wilkes-Barre, WVJC  
10,000 - 24,999: Camden, FJC; Chattanooga, JWF; Erie, JTF;  
Fort Worth, JF; Jacksonville, JCC;  
Montgomery, JF; Passaic, JCC; Peoria, JTF;  
Scranton, UJC; South Bend, JWF  
5,000 - 9,999: Lincoln, JTF; Niagara Falls, JF  
Under 5,000: Alexandria, JWF, Corsicana, JF; Helena, FJC;  
Lafayette, FJC; Michigan City, UJWF; Pontiac,  
FJC; Reno, UJA; Sedalia, JWF; Selma, JTF;  
Springfield, O., UJWF; Tacoma, FJF;  
Vicksburg, JTF

# Less than one-tenth of one percent

- a - Exclusive of \$173,222 from the Greater New York Fund
- b - Exclusive of \$802 raised by 303 contributors in the Junior Division of one campaign; and unclassified sums in two campaigns: \$1500 by 85 contributors, and \$197 by 21 contributors.
- c - Exclusive of \$311 raised by 298 contributors in the Junior Division.



### Average Size of Gift

It is generally recognized that the size of the average gift in a fund raising campaign has a definite relationship to the size of the campaign, and especially to coverage, i.e., the extent of concentration on reaching all potential givers, large as well as small or primarily the larger givers. In the 58 campaigns under consideration here, differences have been noted in both size of campaign as well as in the distribution of large and small gifts. These differences are reflected in the size of the average gift. In the campaigns for \$500,000 and over, the average gift amount to \$88.00; in the smaller campaigns, it was considerably lower, the average ranging from \$30 to \$21.

Table IV - Size of Average Contribution to 58 Federation and Welfare Fund Campaigns, by Size of Campaign

Size of Campaign	Total Raised	No. of Contributors	Average Gift
\$500,000 and over	\$6,811,916	77,254	\$88.17
100,000 - 499,999	2,162,153	71,784	30.12
50,000 - 99,999	668,868	20,984	31.87
25,000 - 49,999	444,370	17,031	26.09
10,000 - 24,999	135,817	6,411	21.18
Under 10,000	49,170	1,744	28.19

### No. of Contributors in Relation to Size of Jewish Population

Allowing for the indicated limitations of available population data and the lack of conformity in defining the term "contributor", it may also be of interest to note the variations in the proportion of givers to the total Jewish population in cities of different size.

Table V - No. of Contributors per 100 Population to 58 Federation and Welfare Fund Campaigns, by Size of Campaign

Size of Campaign	No. of Cities	Estimated Jewish Population*	Total No. of Contributors	No. of Contributors per 100 Population
\$500,000 and over	2	2,090,000	77,254	3.7
100,000 - 499,999	9	554,500	71,784	12.9
50,000 - 99,999	11	143,500	20,984	14.1
25,000 - 49,999	12	110,700	17,031	15.4
10,000 - 24,999	10	43,660	6,411	14.7
Under 10,000	14	6,893	1,744	25.3

\*Population estimates as of 1937



In the two larger communities, with an estimated total Jewish population of over two million, approximately four out of every 100 of the population of these cities contributed to the Federation campaign. In the smaller cities, it ranged from 13 to 15 per 100, the widest participation occurring in the 14 very small communities, where, the campaigns secure contributions from 25 out of every 100, or one in every four of the population.





December 29, 1939

Mr. H. L. Lurie  
Council of Jewish Federations and Welfare Funds, Inc.  
165 West 46th St.  
New York, N.Y.

My dear Mr. Lurie:

I have been looking through my calendar in connection with the General Assembly of the Council of Jewish Federations in Detroit. I find that I will not be able to get away on January 27th and 28th. I have weddings here on the 27th. On Sunday Morning I must be in my own pulpit, and in the afternoon, I am scheduled to be at Western Reserve Academy. I will, however, make an effort to come to Detroit for the Monday morning session inasmuch as you say that it will be devoted to plans for the overseas fund raising.

I am quite sure that you can get some prominent man identified with the Palestine Movement to introduce Dr. Weizmann, someone from Detroit, or someone among your own delegates to the Assembly.

With all good wishes, I remain

Very cordially yours,

AHS:BK



Council of  
**Jewish Federations and Welfare Funds,**

Inc.

*including the Bureau of Jewish Social Research*

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

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OFFICERS: *Chairman of the Board* WILLIAM J. SHRODER, Cincinnati · *President* SIDNEY HOLLANDER, Baltimore  
*Vice-Presidents* WILLIAM ROSENWALD, Greenwich · HENRY WINEMAN, Detroit · IRA M. YOUNKER, New York  
*Secretary* ELIAS MAYER, Chicago · *Treasurer* SOLOMON LOWENSTEIN, New York  
*Executive Director* H. L. LURIE · *Associate Director* GEORGE W. RABINOFF

---

January 2, 1940

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

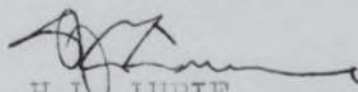
Dear Rabbi Silver:

I was sorry to learn from your letter of December 29th that you will not be with us at the Assembly on January 27th. We are asking Mr. Fred M. Butzel of Detroit to introduce Dr. Weizmann to our audience.

We shall be looking forward to having you at our Monday morning meeting which will require careful attention by all parties concerned.

With best wishes for 1940, I am

Cordially,

  
H. L. LURIE

HLL/ed

GENERAL ASSEMBLY · JANUARY 27-28-29, 1940 · DETROIT, MICH.



COUNCIL OF JEWISH FEDERATIONS AND WELFARE FUNDS

January 4, 1940

TO: BOARD OF DIRECTORS (Including New Nominees and Regional Chairmen)

FROM: ELLIS MAYER, Secretary

The next meeting of the Board of Directors of the Council of Jewish Federations and Welfare Funds will be held in connection with the General Assembly, at the Hotel Statler, Detroit, on Saturday, January 27, 1940. The meeting will start at luncheon at 12:30 and continue through the afternoon. The office will be forwarding the agenda at a later date. The minutes of the last Board Meeting, November 11-12 are attached.

Please return the enclosed card.



## CLASS OF SERVICE

This is a full-rate Telegram or Cablegram unless its deferred character is indicated by a suitable symbol above or preceding the address.

# WESTERN UNION

1220

## SYMBOLS

DL = Day Letter

NL = Night Letter

LC = Deferred Cable

NLT = Cable Night Letter

Ship Radiogram

R. B. WHITE  
PRESIDENTNEWCOMB CARLTON  
CHAIRMAN OF THE BOARDJ. C. WILLEVER  
FIRST VICE-PRESIDENT

The filing time shown in the date line on telegrams and day letters is STANDARD TIME at point of origin. Time of receipt is STANDARD TIME at point of destination

HW178 327 DL 1/140 BALTIMORE MD 4 34OP 1940 JAN 4 PM 6 16

RABBI ABBA HILLEL SILVER=

DLR THE TEMPLE 105 ST AT ANSEL RD=

IT WOULD BE MOST UNFORTUNATE IF TERMINATION OF LAST NIGHT'S MEETING SHOULD PREVENT CONSUMMATION OF UNITED APPEAL FOR NINETEEN FORTY WHICH ALL PARTICIPANTS DESIRE AND WHICH WELFARE FUND CITIES HAVE SO STRONGLY URGED. SINCE ALL PARTICIPATING AT THESE MEETINGS HAVE AGREED TO ACCEPT THE PRINCIPLE OF SUBMITTING FINAL APPROPRIATIONS AND RATIOS TO AN IMPARTIAL BUDGETING COMMITTEE IT WOULD SEEM THAT THE ONLY IMPERATIVE IMMEDIATE STEP IS TO ASSURE GUARANTEES TO EACH AGENCY OF SUFFICIENT AMOUNTS TO PERMIT CONTINUANCE OF PRESENT OPERATIONS UNTIL COMMITTEE CAN OBTAIN PROPER FACTUAL BASIS FOR ITS DECISIONS. AS PRESIDENT OF COUNCIL OF JEWISH FEDERATIONS AND WELFARE FUNDS I THEREFORE SUBMIT TO YOUR AGENCY THE FOLLOWING SUGGESTION TO MEET PRESENT EMERGENCY SITUATION. IF DECISION TO PARTICIPATE IN A UNITED APPEAL IS PROMPTLY MADE I AM PREPARED TO NOMINATE AT ONCE A BUDGETING COMMITTEE OF ACCEPTABLE COMPOSITION TO=



## CLASS OF SERVICE

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# WESTERN UNION

R. B. WHITE  
PRESIDENT

NEWCOMB CARLTON  
CHAIRMAN OF THE BOARD

J. C. WILLEVER  
FIRST VICE-PRESIDENT

## SIGNS

DL = Day Letter  
NM = Night Message  
NL = Night Letter  
LC = Deferred Cable  
NLT = Cable Night Letter  
Ship Radiogram

The filing time as shown in the date line on full-rate telegrams and day letters, and the time of receipt at destination as shown on all messages, is STANDARD TIME.

Received at

HW178 2/160

1940 JAN 4 PM 6 16

BE IMPLEMENTED WITH ADEQUATE FACT-FINDING AND AUDITING MACHINERY TO HAVE RESPONSIBILITY FOR ALLOCATING ENTIRE NINETEEN FORTY COLLECTIONS WITH GUARANTEE TO YOUR AGENCY OF AN INTERIM TEMPORARY GRANT OF TWO AND A HALF MILLIONS TO ENABLE YOU TO CONTINUE OPERATIONS ON PRESENT SCALE, WITH FURTHER GRANTS MADE AS RAPIDLY AS FACTUAL DATA CAN BE STUDIED BUT IN NO CASE LATER THAN JULY FIRST. I AM SENDING SIMILAR TELEGRAMS TODAY TO OTHER TWO AGENCIES AND IF ALL EXPRESS WILLINGNESS TO PARTICIPATE IN JOINT APPEAL AND AGREE TO SUGGESTED INTERIM GRANTS I WILL SUBMIT TO YOU PROMPTLY A MORE COMPLETE PLAN TO BE CONSIDERED AT A FINAL MEETING OF THE GROUP. ¶ I AM CONVINCED OF YOUR SINCERITY IN ADVOCATING A UNITED APPEAL AND IF YOU ARE WILLING FOR COUNCIL TO ACT AS FRIEND OF ALL CONCERNED I WILL DO MY UTMOST TO OBTAIN SIMILAR ACCEPTANCES FROM THE OTHERS IN TIME FOR AN ANNOUNCEMENT OF UNITY AND COMMON PURPOSE IN MEETING OVERSEARS NEEDS=



CLASS OF SERVICE

This is a full-rate Telegram or Cablegram unless its deferred character is indicated by a suitable symbol above or preceding the address.

# WESTERN UNION

1220

(26)

R. B. WHITE  
PRESIDENT

NEWCOMB CARLTON  
CHAIRMAN OF THE BOARD

J. C. WILLEVER  
FIRST VICE-PRESIDENT

SYMBOLS

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Ship Radiogram

The filing time shown in the date line on telegrams and day letters is STANDARD TIME at point of origin. Time of receipt is STANDARD TIME at point of destination

HW178 3/27=

1940 JAN 4 PM 6 16

AT YOUR MEETINGS ON SUNDAY. PLEASE WIRE DECISION PROMPTLY  
AS TIME IS LIMITED. I WILL BE IN BALTIMORE ALL SATURDAY  
SHOULD YOU WISH TO DISCUSS NEXT STEPS=  
SIDNEY HOLLANDERS.





# BULLETIN

## For Member Agencies

January 9, 1940

### WELFARE FUND SUPPORT OF LOCAL REFUGEE SERVICE

As Jewish Welfare Funds are preparing to budget their 1940 needs, questions are being raised about the need for special appropriations for local refugee work, the amounts that should be set aside for this purpose, and the basis on which appropriations should be made. To facilitate consideration of these questions, there is presented here an analysis of the experience of 83 Welfare Funds in budgeting local refugee work for 1939-40, as well as the factors that affected the inclusion of this need in Welfare Fund budgets. Following are also some suggestions about methods and procedures that may be used in determining the nature and extent of local refugee needs, and the amounts required to meet such needs:

#### Anticipating 1940 Needs

According to the National Refugee Service, "no diminution can be expected in local needs for refugee purposes in 1940. There has been no decline in the number of immigrants coming to the United States from countries of persecution, and those who have been arriving in recent months have been in more straitened circumstances than in the past. Nor is any decline to be expected in the number of refugees who will have to be resettled in the interior communities. During the past year, American communities received 2,139 families, numbering 3,546 individuals, on a resettlement basis through the National Refugee Service. However, the resettlement program in 1939 was in its infancy. More than double this number will have to be resettled in 1940, if the desire for resettlement on the part of refugees is an indication of possible needs. To accomplish this, local, state and regional quotas will have to be increased to meet the new situation."

#### Welfare Fund Budgetary Experience in 1939

In 1939, practically all of the larger and medium size communities, but few of the smaller cities, set aside special funds for local refugee service. Of 83 Welfare Funds reporting their budgetary allocations for various purposes, only 53 (64 percent) stated that they included local refugee work in their 1939 or 1939-40 budgets. These allocations were made independently



of the support given to the National Refugee Service for national work through the United Jewish Appeal. #

The number of Welfare Funds that have made such allocations, grouped according to the total amount budgeted for all purposes, is shown below.

<u>Total Allocated for all Purposes in 1939</u>	<u>No. of Welfare Funds</u>	<u>No. Allocating for Both UJA and Local Refugee Service</u>
\$500,000 and over	6	6
100,000 - 499,999	16	15
50,000 - 99,999	19	15
25,000 - 49,999	14	11
10,000 - 24,999	15	3
5,000 - 9,999	9	3
Under 5,000	4	0
TOTAL	83	53

#### Variations in 1939 Allocations

The Welfare Fund reports further show considerable unevenness in the amounts allocated for local refugee work in cities of comparable size.

#### Allocations for Local Refugee Service in 1939 or 1939-40 Budgets of 83 Welfare Funds

<u>City and Agency</u>	<u>Allocations to UJA (JDC - UPA - NRS )</u>	<u>Welfare Fund Allocations for Local Refugee Service*</u>
Akron, JWF	\$ 30,000	\$ 1,000
Albany, UJA	38,500	3,950
Atlanta, JWF	50,000	4,200
Atlantic City, FJC	16,750 a	-
Bakersfield, UJWF	4,000	-
Bayonne, JCC	17,850 bd	-
Birmingham, UJF	20,000	2,400
Bridgeport, GBUJC	15,000	1,500

# According to the 1939 JDC-UPA agreement, the National Refugee Service was to receive \$2,000,000 out of the first \$9,500,000 raised by the United Jewish Appeal. In November 1939 the United Jewish Appeal allotted to the National Refugee Service an additional sum of \$600,000 for 1939. On the basis of \$15,500,000 budgeted, the latter will receive 16.7 percent of the total allocations made by the United Jewish Appeal in 1939.



<u>City and Agency</u>	<u>Allocations to UJA (JDC - UPA - NRS )</u>	<u>Welfare Fund Allocations for Local Refugee Service*</u>
Buffalo, UJA	\$133,000	\$ 5,000 e
Centralia Chehalis, JWF	950	-
Chattanooga, JWF	5,300 b	-
Chicago, JWF	950,000	150,895
Cincinnati, JWF	125,000 b	17,000
Cleveland, JWF	475,000	33,500
Columbus, UJF	70,000	1,500
Corpus Christi, JWF	10,500 d	-
Corsicana, JF	4,535	-
Dallas, JFSS	65,000	2,500
Davenport, JC	7,500 b	1,000
Dayton, UJC	26,350 bd	3,000
Des Moines, JWF	32,000	2,000
Detroit, JWF	318,000	40,520
Duluth, JWF	18,280	300
Erie, JCC	9,300	-
Flint, FJC	8,000 b	-
Fort Wayne, JF	24,500 d	-
Fort Worth, JF	15,500	750
Harrisburg, UJC	25,000	-
Hartford, JWF	55,154	4,674
Houston, UJC	60,500	5,400
Huntington, UJF	9,875 b	-
Indianapolis, JWF	80,000	5,000
Jacksonville, JCC	12,000	1,000
Kansas City, JWF	60,000	**
Los Angeles, JCC	535,000	65,000
Louisville, UJC	67,000	7,000
Memphis, JWF	55,000	-
Miami, GMFJWF	35,000	1,500
Milwaukee, JWF	120,000	5,000
Minneapolis, FJS	57,000	5,000
Montgomery, JF	8,200 b	-
Nashville, JWF	32,000	2,400
New Haven, JWF	53,607	3,100
New Orleans, JWF	77,000	7,500
Newark, UJA	115,000	8,750
Niagara Falls, JF	7,000	-
Norfolk, UJF	20,500	1,000
Oakland, UJWF	20,000	6,800
Olympia, JFF	500	-
Omaha, JP	30,300	3,000
Passaic, JCC	15,400	-
Peoria, JWF	11,000	-
Petersburg, UJCF	4,320	165
Phoenix, UJA	11,600	-
Pittsburgh, UJF	240,000	30,500
Pontiac, FJC	5,200	1,000
Portland, OJWF	73,000	3,000
Reading, UJC	18,060	500



<u>City and Agency</u>	<u>Allocations to UJA (JDC - UPA - NRS)</u>	<u>Welfare Fund Allocations for Local Refugee Service*</u>
Rochester, UJWF	\$ 43,000 b	\$ 1,500
St. Louis, JWF	325,000	27,126
St. Paul, UJF	45,000	5,800
Salt Lake City, UJC	18,000	1,000
San Diego, UJF	15,000	175
San Francisco, JNWF	350,000	42,000
Santa Ana, UWF	1,500	-
Seattle, FJF	43,200	3,000
Selma, JWF	5,000	1,050
(Spokane, JWA	6,000	-
(Spokane, GE	15,000	-
Springfield, Mass., JWF	35,000	750
Springfield, O., UJWF	3,500	-
Syracuse, JWF	35,000	500
Tacoma, FJF	3,000	-
Toronto, UJWF	17,500 c	1,500
Trenton, JF	42,272	500
Tulsa, JCC	15,500 b	400
Vancouver, EWC	4,200 c	-
Warren, JF	5,200 b	-
Wichita, M-K JWF	6,925 d	-
Wilkes Barre, WVJC	25,000 d	500
Wilmington, JF	18,584 b	-
Winston-Salem, JCC	2,775 b	-
Worcester, JWF	40,000	1,600
Yonkers, JF	7,965	-

\* Does not include provision for local refugee service and financing through sources other than welfare funds.

\*\* Relief to refugees administered by family agency which receives community support from Com. Chest. Other needs financed privately.

a - Exclusive of special contribution of Ojserkis Art Collection appraised at approximately \$25,000.

b - Budgetary allocations were made prior to January 1, 1939 and contributions to the present beneficiaries of the United Jewish Appeal were made separately to each of these agencies.

c - The UJA arrangement does not prevail in Canada. Toronto allotted \$15,000 to JDC and \$2,500 to Mizrahi Org. of America; Vancouver allotted \$4,200 to JDC.

d.- Includes special appropriations to Jewish National Fund as follows: Bayonne, \$100; Corpus Christi, \$500; Dayton, \$200; Fort Wayne, \$500; Wichita, \$100; and Wilkes Barre, \$500.

e - This amount was included in the budget of the Jewish Welfare Society.



These differences are partly accounted for by the uneven development of refugee service in various communities, partly also by differences in form of organization and methods of financing of such programs.

Despite general interest in refugee work, numerous smaller communities have not as yet determined the extent of their responsibility for local refugee work, and allocations for this purpose are therefore either minimal or totally absent. In a number of instances local welfare funds were not aware or did not anticipate that the settlement of refugees in their cities would necessitate local aid and therefore did not budget funds from the local campaign for such purposes. As these problems developed later, special adjustments were required in local budgeting and fund raising.

In a number of other cities, all or part of the funds for this purpose were raised privately, with the result that community expenditures for refugee service are not fully reflected in the Welfare Fund budget. In others local expenditures in behalf of refugees are absorbed in budgets of local Jewish welfare sources. There are also differences between communities in the cost of refugee service. Where all or part of the service and of the refugee program is carried by volunteers or by agencies financed through some other source, the Welfare Fund is called upon to provide for cash relief only. In other cities, provision has to be made for both relief and service.

The results of a recent inquiry about local practices relative to the hospitalization of refugees indicates that the term "relief" does not cover the same items in different communities. In cities having no Jewish hospitals, for instance, in-patient service to refugees has to be paid for, especially when treatment is given in tax-supported institutions. In such cities an item for medical work is included in the relief budget. In other cities where such service can be secured free of charge through the existing Federation or Welfare Fund-supported Jewish hospital, the cost of hospitalization is not included in the relief budget. (See attached memo for detailed statement). Similar differences obtain with regard to the cost of other service items.

Related to the question of cost, is that of standards of service to refugees - a problem now under discussion in a number of agencies in the larger cities. In their endeavor to ease the transition from the rather high standard of living to which some refugees have been accustomed, some refugee service agencies have found it necessary to raise the budgets somewhat above those usually granted to dependents. Language and personality handicaps, age and lack of occupational skills for which there is a ready demand, and the usual difficulties encountered in finding employment for refugees, further necessitate keeping some of them on the relief rolls for a relatively longer period of time. These and related factors have tended to bring up the cost of relief and service to refugees above the amount set aside by the local Welfare Fund at the time of budgeting this item.

#### Preliminary Study as a Prerequisite to Intelligent Budgeting

Because of these considerations, also because of the frequently recurring lack of coordination of work done in behalf of refugees by various local agencies, Federation and Welfare Fund leaders are beginning to call attention to the need of a more thorough study of the volume, needs, service standards and community organization for local refugee work as an essential prerequisite to Welfare Fund or community budgeting for this type of activity. In essence, what is suggested is



that Welfare Funds, large or small, apply to refugee work the study methods and procedures followed by many Federations and Community Chests in planning for other social welfare problems. Studies of this kind generally aim to secure information relating to:

- a. Description and measurement of existing needs
- b. Prediction of future needs
- c. Measurement of available resources and the volume of service performed by existing agencies
- d. Analysis of agency organization, policies, methods of work and inter-relationships
- e. Analysis of service costs.

Applying this test to the refugee problem, Welfare Funds would either directly, or through the local Refugee Committees, endeavor to obtain adequate knowledge and understanding of the local situation with the view of finding an answer to the following questions:

What is the total number of refugees, individuals and families in the community? How many of these came through the NRS and how many on their own? What is the social and economic composition of the group-age distribution, occupations, etc.? How many of them are self-supporting? How many have been under care of various agencies during the past year? How many are now under care? What kind of service do they need - relief, employment, case work service, other services?

How many additional refugees are likely to come to the community through the NRS or on their own? On the basis of local experience and on such information as can be secured from the NRS, will the new arrivals be in need of the same kind and volume of service as those who came before them? Will continued care have to be given to those already here?

What agencies are there now in the community to care for refugees? What are their functions? What kind and how much service are they giving to refugees?

How are these agencies organized? Does each one have a clear cut function? Is their form of organization suitable and are their policies appropriate to an effective performance of their functions? Are their methods of work efficient? Are they properly related to other agencies for teamwork in meeting the various needs of refugees? What has been the total cost of refugee work during the past year and for what purposes? How much was spent for relief - food, clothing, rent, medical care, etc. - how much for employment, vocational retraining, establishment in business; how much for naturalization and other Americanization activities; what was the cost of bringing about the integration of refugees in the social life of the local community? How much was expended for general immigration service, securing affidavits, etc.? What is the probable cost of



each of these items of expenditure in the next year? From what sources was the cost of various services met in the past year? Will income from these sources continue? How much will the Welfare Fund have to contribute?

It is possible, of course, that the Welfare Funds may not be able to find satisfactory answers to all of these questions. The study process in itself would nevertheless establish a more satisfactory basis for budgeting local work in behalf of refugees.





SIDNEY HOLLANDER  
2419 GREENMOUNT AVE.  
BALTIMORE

Jan  
11th  
1940

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

Dear Rabbi Silver:

Mr. Montor sent me a copy  
of the resolutions passed at the U.P.A. meeting in  
Washington.

WRHS  
I fully appreciate the  
position of your Agency in not wanting to lose any of  
the ground gained in 1939. As a member of the Zionist  
group, I too have shared the satisfaction of the pro-  
gress made in recent years despite all discouragements  
and handicaps.

And it is because of my  
interest and sympathy in this work that I regret so  
deeply the present impasse, which to me seems so un-  
necessary. If the issue involved allocation of the  
total funds for the year I could understand your point  
of view, and could appreciate your desire to obtain  
whatever advantage was possible, - but that is not the  
case. We have all agreed that the later and determin-  
ing allocations should be made by a neutral group with  
no other purpose than to be fair to both agencies and  
sympathetic to the needs each is trying to serve. The  
present disagreement concerns merely what are under-  
stood to be temporary advances with no precedent-  
attaching implications; in other words, each agency  
would merely be borrowing "something on account", to  
be charged against the ultimate amounts placed at  
their disposal. In view of that I see no reason for  
the present haggling which can only increase past  
antagonisms.

Under present circum-  
stances, I do not know whether I or the COUNCIL can

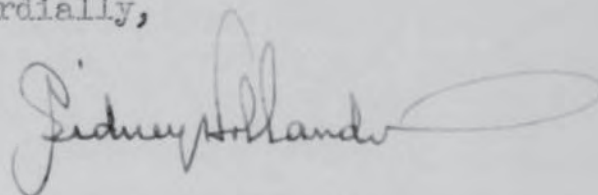


be of further help, tho we stand ready to serve whenever it may appear that our services will be helpful.

I sincerely hope that you and the J.D.C. may find common ground for getting this year's campaign started at an early date. Failure to do so would certainly bring resentments everywhere which is bound to be reflected in such decreased collections as to handicap the program of both agencies. There isn't a single dissenting opinion as to that. The antagonisms and recriminations that will inevitably result from divided campaigns will dampen enthusiasm for both causes, and give support to those welfare fund cities that believe too large a percentage of their collections has gone overseas while local causes no less imperative have been neglected.

Your reputation as an able negotiator is generally admitted. I hope you will live up to it by reaching an acceptable formula with the J.D.C. to be presented to the delegates of the COUNCIL at the Detroit meeting later this month. And when such an agreement is reached I urge you to keep in mind ~~that~~ the further objectives of the welfare-fund cities, - a wider inclusion of agencies in the appeal, the establishment of an independent auditing and fact-finding body, and a permanent Budgeting committee with COUNCIL representation, for this and future years.

Cordially,



SH:SS



## TEL HAI FUND

## AMERICAN FRIENDS OF A JEWISH PALESTINE

(See Members' Bulletin #66)

These two organizations are now appealing to Jewish welfare funds for the first time. The American appeals are being made, according to the sponsors, as a result of decreased support from Europe and the increased needs brought about by the war. Both organizations were founded on the initiative of Zionist Revisionist leaders, the Tel Hai Fund in 1929 and the American Friends of a Jewish Palestine in 1939.

For many years the Revisionists were a minority group within the Zionist Organization. In 1935, because of political differences, they seceded from that body and established themselves as a separate organization now called the New Zionist Organization. Agencies supported by the United Palestine Appeal believe that the Tel Hai Fund and the American Friends of a Jewish Palestine are attempting to duplicate functions performed by existing agencies.

Without appraising the respective merits of Zionist political controversy, it is the opinion of the Council of Jewish Federations and Welfare Funds that these agencies are the outgrowth of a political cleavage in Zionist organization and that welfare funds must consider that this cleavage tends to create duplication in fund raising efforts and in functional program. The minimum standards of the Council applied to agencies making national appeals provide that an organization should have "a legitimate purpose with a suitable program and no avoidable duplication of the work of another efficiently managed organization."

The United Palestine Appeal has disputed the claims of the Tel Hai Fund and of the American Friends of a Jewish Palestine. The Council has no facilities of its own for checking the statements made. It has asked the Social Service Department of the Vaad Leumi, its investigating agency in Palestine, to prepare a report on the work of the organizations under consideration. In the meantime, the Council is presenting both sides of the controversy. Pending receipt of full reports from the Vaad Leumi, it would appear that the Tel Hai Fund and the American Friends of a Jewish Palestine must be considered as attempts to duplicate the fund raising and functional activities of established representative and official Palestine agencies.

TEL HAI FUND

The following tabulation presents information obtained from the American representatives of the Tel Hai Fund and statements submitted by representatives of the United Palestine Appeal, in consultation with Dr. Georg Landauer, director in Jerusalem of the Central Bureau for Settlement of German Jews, a Department of the Jewish Agency for Palestine.

SUMMARY OF MATERIAL SUBMITTED  
BY TEL HAI FUND

The Tel Hai Fund operates only in Palestine. It has established agencies to care for those persons and groups not aided by existing Zionist agencies

"...the funds collected by the UPA have

EXCERPTS FROM STATEMENTS SUBMITTED  
BY THE UNITED PALESTINE APPEALORGANIZATION AND SCOPE

"There is no discrimination on the part of the Jewish Agency in caring for Revisionists." "Revisionists coming to Palestine enjoy the same help which is extended by the national funds to other immigrants into Palestine. The Revisionists receive certi-



been distributed in Palestine by the Jewish Agency in a notoriously discriminatory way;...they are controlled by the Socialist wing of the Jewish Agency .....It is reported that medical help, labor exchange facilities and even shelter to newly arrived immigrants are made to depend upon the political affiliations of applicants. Revisionists,... were the first to suffer from these policies, and they therefore found it necessary to take the initiative and create the Tel Hai Fund.

"...despite assertions outside Palestine to the contrary, no one organization, whether the Jewish Agency including funds from the United Palestine Appeal, or any other group, is able to cover all the philanthropic, communal, relief and colonizing needs of the Palestine popula-

fications, loans and social welfare assistance. Help is extended regardless of political affiliation."

"(The Jewish Agency for Palestine, composed of leading Zionists and non-Zionists from several countries, was established in accordance with the League of Nations Mandate issued to Great Britain, "as a public body for the purpose of advising and cooperating with the Administration of Palestine in such economic, social and other matters as may effect the establishment of the Jewish national home....")

"It is specious to observe that 'no one organization' can supply all the needs of Palestine. Everyone admits the correctness of that observation. But the extent of assistance is dependent solely upon the funds made available. The breadth and extent of that assistance will be impaired and not enlarged if the one central and authorized agency which now exists to cover the various major needs were to have its income diverted."

#### ACTIVITIES

##### 1. Sick Fund

The fund has headquarters in Tel Aviv. Individuals pay a regular membership fee based on income, and receive free services including medical aid, clinical treatment, prescriptions and dental care. Membership is estimated at 10,000, exclusive of newly arrived non-quota immigrants who are said to receive aid from the fund but who pay no dues.

"There is not a single sick fund center in Palestine which is maintained or supported by Revisionists funds. All individuals who are not under any medical aid, clinical treatment and similar benefits that might accrue from a sick fund, can go only to Hadassah, Kupat Holim or private sick centers."

##### 2. Watch and Defense Work and Training

These groups are composed of approximately 4,000 young men who receive training at 30 settlements maintained by the fund. They do not reside permanently at any one settlement but are sent to the various localities as their services are required. Military training is alternated with road building, other manual work and training in defense sports. The settlements are maintained by the Tel Hai except for the private earnings of members employed on work projects.

"Not only are there not 30 settlements maintained by the Revisionists in Palestine but there is not even a single one. There are groups of hired laborers, usually numbering several dozen, who are Revisionist in their ideology, who can be found generally in employment in certain colonies which were established by the Palestine Jewish Colonization Association, or which are on Jewish National Fund land, but none of which has in any way been founded or is maintained by the Tel Hai Fund or any other Revisionist fund."

##### 3. Colonies

The Tel Hai Fund has established and maintains three agricultural colonies, the land for two of which has been obtain-

"...The Tel Hai Fund has not established a single colony. Even the statement of the Tel Hai Fund points out that two of these



#### 4. National Labor Organization

The organization has a membership of 18,000 persons, including middle class employers as well as workers. The NLO conducts employment bureaus for its members. By means of membership dues the NLO is self-supporting. The Tel Hai Fund guarantees any deficits which the NLO incurs.

#### 5. Jewish Marine League

Tel Hai supports the Jewish Marine League which is a completely independent organization. The Marine League formerly operated a school for officers and cadets in Italy, and is planning to move the school to Palestine. A school is also maintained for sailors in Latvia.

"There is only one single marine school in Palestine, which is the Haifa Nautical School, associated with the Haifa Technicum which receives funds from the Keren Hayesod. There is no other marine school in Palestine."

### FINANCES

It was reported by the American representatives of Tel Hai that funds for the activities outlined above are also being raised in Europe, South America, South Africa and the Far East. The American sponsors reported that a statement of finances is being obtained from Palestine but is not yet available in this country. The monies collected here are sent to an administrative committee in Palestine, composed of G. Bonfeld, Dr. Louis Altman, A. Recanati, Dr. D. Buchspan, Marek Schwartz, Joseph Katznelson, and H. Belilovsky. In London, Vladimir Jabotinsky, president of the New Zionist (Revisionist) Organization and Col. J.H. Patterson are among the leaders of the Fund.

The American branch of Tel Hai has been in existence for several years, but prior to its reorganization in July 1939 had been inactive.

The following financial statement has been submitted by the new administration for the five month period July 1, 1939 to November 30, 1939. It was stated, in submitting the statement, that a portion of the expenditures represented initial costs in establishing the new office:

July 1, 1939 to November 30, 1939

INCOME:		EXPENDITURES:	
Contributions	\$1,711 :	Salaries*	\$595
Loans	262 :	Rent and Service	147
Miscellaneous	28 :	Postage, Telephone & Telegraph	243
	:	Printing, Stationery, Equipment, etc.	241
	:	Jewish Marine League**	177
	:	All other Expenses	87
	:		\$1,490
	:	Transmitted to Palestine	500
	:		
TOTAL INCOME	\$2,001 :	TOTAL EXPENDITURES	\$1,990

\* Salaries are paid as follows: Stenographer - \$10 weekly  
Office Secretary - \$25 "  
Office Assistant - \$15 "

\*\* To cover expenses until new office of Marine League is permanently established.

Accounts receivable total \$46; accounts payable, \$394.

Officers of the American Branch of the Tel Hai Fund are:

Rabbi Louis Newman - Honorary President  
Louis Seadron - Treasurer  
Max Planer - Chairman, Finance Committee



STATEMENT SUBMITTED BY THE AMERICAN  
FRIENDS OF A JEWISH PALESTINE

"The American Friends of a Jewish Palestine was founded to support organized efforts to bring Jewish refugees to Palestine in the face of British opposition. The groups which perform the actual work of transporting the immigrants are mainly Revisionists, but they conduct their work in close cooperation with the Jewish communities of Poland, Germany, Czechoslovakia, Rumania, Bulgaria, Yugoslavia and Greece...The groups supported by the American Friends of a Jewish Palestine practice no political discrimination whatever in their immigration activities... The sole agency in America raising funds for this humanitarian lifesaving, in a spirit of absolute non-discrimination, is the American Friends of a Jewish Palestine."

Officers of the American Friends of a Jewish Palestine are as follows:

Rabbi Louis I. Newman	- Honorary Chairman
Harvey L. Schwamm	- Chairman
Louis Germain	- Treasurer
Willard G. Stanton	- Secretary

RELATION OF THE TEL HAI FUND AND THE AMERICAN FRIENDS OF A JEWISH PALESTINE TO OTHER  
ORGANIZATIONS

At the outset of its reorganization, the American branch of the Tel Hai Fund shared offices with the New Zionist (Revisionist) Organization. Separate offices are now maintained and according to the Honorary President of the American branch, the Tel Hai Fund and the NZO operate independently of each other. The Tel Hai Fund is also said to be entirely independent of the American Friends of a Jewish Palestine.

Neither organization is related to the United Palestine Appeal, the National Labor Committee for Palestine, the Jewish National Fund, the Palestine Foundation Fund, the World Zionist Organization, the Jewish Agency for Palestine, or any other organizations supported by them in Palestine.

\*\*\*\*\*

STATEMENT SUBMITTED BY THE  
UNITED PALESTINE APPEAL

"The 'group' to which the American Friends of a Jewish Palestine refers is a combination of individuals engaged in the running of immigrants. Their activities have been described as harmful not only to Palestine but to the individuals who happen to have the misfortune to be taken on boats which have been chartered by this 'group'. An analysis of the activities of this 'group' shows not only that no public funds needed to be expended on this endeavor, but that the individuals associated with the 'group' actually earned a substantial sum of money on this transportation activity."



Council of  
Jewish Federations and Welfare Funds,

Inc.

*including the Bureau of Jewish Social Research*

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

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OFFICERS: *Chairman of the Board* WILLIAM J. SHRODER, Cincinnati · *President* SIDNEY HOLLANDER, Baltimore  
*Vice-Presidents* WILLIAM ROSENWALD, Greenwich · HENRY WINEMAN, Detroit · IRA M. YOUNKER, New York  
*Secretary* ELIAS MAYER, Chicago · *Treasurer* SOLOMON LOWENSTEIN, New York  
*Executive Director* H. L. LURIE · *Associate Director* GEORGE W. RABINOFF

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January 19, 1940

FROM: H. L. Lurie

TO: Members of the Committee of Ten

Word has just been received that the JDC and the UPA have agreed upon a renewal of the United Jewish Appeal for 1940.

According to the terms of the agreement,  $\$3\frac{1}{2}$  million will be allotted to the NRS,  $\$5\frac{1}{2}$  million to the JDC and  $\$2\frac{1}{2}$  million to the UPA.

The agreement provides for an Allocating Committee which will distribute the balance of the UJA income without being bound by this original ratio of distribution. The make-up of the Allocating Committee has not yet been determined, although we are advised that it will include representatives of welfare funds.

Our information as to other details, including the appropriation of \$25,000, for an Auditing and Reporting Committee, is still incomplete.

- - - - -

The enclosed memorandum covers the discussions which took place between January 3rd and January 15th. You already have record of the earlier meetings and conversations.

Our Committee of Ten will meet with the Board in Detroit on Saturday, January 27th at 12:30 noon in the Ivory Room of the Statler Hotel (you already have had notice of this meeting). The results of the negotiations will be discussed with the Board to the end that recommendations may be developed for presentation to the General Assembly.

GENERAL ASSEMBLY · JANUARY 27-28-29, 1940 · DETROIT, MICH.



Charge to the account of \_\_\_\_\_

\$ \_\_\_\_\_

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Patrons should check class of service desired; otherwise the message will be transmitted as a telegram or ordinary cablegram.

# WESTERN UNION

1206-B

R. B. WHITE  
PRESIDENT

NEWCOMB CARLTON  
CHAIRMAN OF THE BOARD

J. C. WILLEVER  
FIRST VICE-PRESIDENT

CHECK
ACCOUNTING INFORMATION
TIME FILED

Send the following message, subject to the terms on back hereof, which are hereby agreed to

JANUARY 20, 1940

Sidney Hollander  
2419 Greenmount Avenue  
Baltimore Md



Protracted negotiations of J.D.C. and U.P.A. caused other agencies to lose much valuable time in preparation of their campaigns consequently believe it only fair U.J.A. and Council afford immediate opportunity for considering inclusion in U.J.A. of other agencies.

George Backer, President ORT FEDERATION and  
JEWISH TELEGRAPHIC AGENCY



January 20, 1940

Mr. Sidney Hollander, President  
Council of Jewish Federations & Welfare Funds,  
165 W. 46th St.,  
New York, N. Y.

Dear Mr. Hollander:

I am instructed by the Executive Committee of the Board of Directors of American Ort Federation to urge upon you the necessity of ORT being invited immediately into conference with the "major" relief agencies with respect to the inclusion of ORT in the United Jewish Appeal for 1940.

As we understand it, the "major" agencies have now agreed that there should be a United Jewish Appeal for the current calendar year, and we respectfully submit that such an appeal could not possibly be a "United Jewish Appeal" without the inclusion of ORT. We also beg to call your attention to the fact that the decision on this point must be made immediately, if we are to avoid the unfortunate situation which ORT found itself in in the past two years when we not only could not carry on a proper campaign because no decision was arrived at until late in the season, but when our failure to collect money that we should have collected during those two years may now be held against us by welfare agencies in connection with allocations for the current year. Our experience in 1939, shows conclusively that when we finally got started on our so-called campaign, we were met with one of the most insuperable obstacles because of the fact that we had not collected a respectable sum of money in 1938, when we also practically carried on no campaign due to the fact that no decision was reached until it was too late to carry on a successful campaign.

In this connection I would like to state what has already occurred up till now:

We had two conferences with the J.D.C. At the first conference, we only had a general discussion explaining our budgetary needs, and the fact that a larger proportion of the general ORT budget must be collected in the United States than had been collected in previous years, owing to the fact that the war situation has deprived ORT of the possibility of collecting money in countries from which it had received a substantial revenue in previous years. At the second conference, an agreement was reached to the effect that J.D.C. would "recommend" to the other agencies participating in the United Jewish Appeal, if there be one for this year, that ORT be included in such appeal, and that its share should be \$400 000 out of the first \$10 000 000 collected; it is being understood



that an allocation committee would be set up which would have the distribution of all funds over \$10 000 000, and that that allocation committee would then be empowered to give funds to any participant in the appeal in accordance to the needs of the work which it was doing.

Since that understanding was reached with the J.D.C. some time ago, we have not been called to any further conference either of J.D.C. or any other organization, because of the fact that until the two major agencies had agreed to have a joint campaign there was no occasion for further conferences. In the meantime, however, we had discussed the matter privately with various leaders of the other major agencies, and we were informed that they were not opposed to the understanding we arrived at with the J.D.C.

Now that the major agencies have agreed that there should be a United Jewish Appeal, the time has come when the inclusion of ORT should be decided, and decided without delay. We realize that the two major agencies have their own problems to solve, and we cannot expect them to take the initiative on the subject of inclusion of ORT. We therefore appeal to you as the agency that has brought together the two major agencies for the purpose of having a United Jewish Appeal, to take the initiative in bringing the matter of ORT now on the "order of business". We would also ask you to please see to it that ORT be invited to the next conference of the major agencies. For, while one agency has actually agreed that we should be included and the other one is not "opposed" we should not be exposed to the chance of either of them being too busy to think about us or to present our case properly, if the propriety of the amount agreed upon between us and the J.D.C. be questioned by the other major agency which was not a party to the arrangement.

Thanking you for your past efforts on behalf of a United Jewish Appeal, and on behalf of the inclusion of ORT therein, I beg to remain.

Sincerely yours,

Louis B. Boudin, Chairman  
Board of Directors  
AMERICAN ORT FEDERATION  
212 Fifth Avenue  
New York, N. Y.



CLASS OF SERVICE DESIRED	
DOMESTIC	CABLE
TELEGRAM	FULL RATE
DAY LETTER	DEFERRED
NIGHT MESSAGE	NIGHT LETTER
NIGHT LETTER	SHIP RADIOGRAM

Patrons should check class of service desired; otherwise message will be transmitted as a full-rate communication.

# WESTERN UNION

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PRESIDENT

NEWCOMB CARLTON  
CHAIRMAN OF THE BOARD

J. C. WILLEVER  
FIRST VICE-PRESIDENT

CHECK
ACCT'G INFMN.
TIME FILED

Send the following message, subject to the terms on back hereof, which are hereby agreed to

Mr. Sidney Hollander  
Baltimore, Md.

Jan. 21, 1940

Because of your persuasion and against my better judgment I will accept propositions NBS have rights to apply to allocations committee for a sum up to half million dollars over and above 3 1/2 subject to majority decision. Kindest regards.

Abba Hillel Silver



January 22, 1940

Mr. Sidney Hollander,  
2419 Greenmount Avenue  
Baltimore Maryland

Dear Mr. Hollander:

I wish to acknowledge your letter of January 16th. I very much appreciate your efforts to see the Jewish Telegraphic Agency included in the United Jewish Appeal.

WRHS AMERICAN JEWISH ARCHIVES  
I would like to point out that as far as the J.T.A. is concerned the inclusion is of particular importance. The J.T.A. has no collection machinery, employs no field men and follows the policy of not spending money in order to obtain funds. I indeed believe that it is contrary to the interest of the community that an organization which has to raise altogether a couple of hundred thousand dollars, should be forced to spend \$30 000 or \$40 000 in order to cover its budget.

On the other hand, in any number of communities we have been told that they cannot be expected to determine how much money should go to the J.T.A. They feel that if the J.T.A. is important to overseas activities it ought to be part of the United Jewish Appeal. I know you will agree with me that particular hardship is imposed upon an organization such as the J.T.A. if it has to appeal directly to every community.

Sincerely yours,

GEORGE BACKER, President  
Jewish Telegraphic Agency, Inc  
1560 Broadway  
New York, N. Y.



SIDNEY HOLLANDER  
2419 GREENMOUNT AVE.  
BALTIMORE

Jan  
23rd  
1940

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

Dear Rabbi Silver:

I'm sure it isn't necessary for me to tell you how glad I am that an agreement has been reached.

I understand it provides for an Allocations Committee in which the COUNCIL will participate, but I haven't been advised if an appropriation was decided on for an Auditing and Reporting Committee under the COUNCIL to establish the factual and financial data that would be essential before any Allocations Committee could function properly. Was any action taken on that?

Now that the major agreement has been reached I wish to urge again that consideration be given to the possible inclusion of the ORT, the HIAS, and the JTA. The Welfare Fund cities have been urging this in increasing numbers, not only to simplify procedures and effect economies, but because their inclusion would bring in additional contributions well in excess of what they took out. Quite aside from such added financial strength, the inclusion of these agencies in the United Appeal would make possible a closer examination of their work to the end that duplication of services could be avoided and functional lines straightened. Only good could come of this.

Would it be possible for representatives of your agency to join with those of the JDC and the COUNCIL at Detroit this week-end to give the matter further attention? I assume that the other agencies would also be present there, so it should be possible to explore the situation to determine its possibilities.



These three smaller agencies were aware of the interest of the COUNCIL in this matter, and have postponed formulation of their separate plans until some decision was reached. This delay is causing them serious concern, and they have quite properly been urging the COUNCIL to arrange for a prompt discussion in which they might participate to hasten a decision.

I'm hopeful that you can attend the Detroit meeting yourself, but in any case I think it would be helpful if some of your Administrative group could participate in such a discussion, which might be the basis for some early decision.



Cordially,

A handwritten signature in cursive script, which appears to be "Sidney Hillman".

SH:SS





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

SIDNEY HOLLANDER  
2419 GREENMOUNT AVE.  
BALTIMORE

Jan  
23rd  
1940

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



Dear Rabbi Silver:

I certainly was pleased to receive your wire consenting to a modification of the U.J.A. position regarding the National Refugee Service.

From a practical standpoint I don't think the result will be any different, but it shows an evidence of cooperation on your part that means a lot.

Under separate cover I'm writing you today to urge immediate consideration to the request of the ORT, the HIAS, and the JTA, for inclusion in this year's Appeal. I'm hopeful that an opportunity will be afforded at the Detroit meeting for consideration of this important matter.

All good wishes, and kindest personal regards!

SH:SS



Council of  
Jewish Federations and Welfare Funds,  
Inc.

*including the Bureau of Jewish Social Research*

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

---

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*Secretary* ELIAS MAYER, Chicago · *Treasurer* SOLOMON LOWENSTEIN, New York  
*Executive Director* H. L. LURIE · *Associate Director* GEORGE W. RABINOFF

---

January 24, 1940

Rabbi Abba Hillel Silver  
The Temple  
Ansel Road  
Cleveland, Ohio

Dear Rabbi Silver:

Thank you for giving us the correct information on the proposals of the UJA agreement in relation to the NRS. Dr. Schwartz who gave us the information did not indicate this fact to us.

I shall see that this matter is brought to the attention of our Board of Directors this week-end. We have invited the members of the Committee of Ten to this meeting (a majority are already members of the Board) and we shall undoubtedly send a more formal statement on the UJA to all our member agencies following the Detroit meeting.

Cordially,

  
H.L. LURIE

HLL/ed



MEMORANDUM

January 25, 1940.

To: Dr. Stephen S. Wise  
Dr. Abba Hillel Silver  
Dr. Solomon Goldman  
Dr. Israel Goldstein  
Mr. Louis Lipsky  
Mr. Leo Herrmann  
Mr. Eliezer Kaplan  
Judge Morris Rothenberg  
Dr. Georg Landauer  
Mr. Kurt Blumenfeld

From: Mr. Henry Montor

Enclosed herewith are copies of two confidential bulletins issued by the Council of Jewish Federations and Welfare Funds to its member Welfare Funds throughout the Country; one with regard to the Tel Hai Fund and the American Friends of a Jewish Palestine, and the other with respect to the United Palestine Appeal.





MINUTES

MEETING OF THE BOARD OF DIRECTORS

COUNCIL OF JETISH FEDERATIONS AND WELFARE FUNDS

DETROIT, MICHIGAN - JANUARY 27, 1940

Present: William J. Shroder, Cincinnati, presiding

Irvin Bettmann, St. Louis  
Arthur Brin, Minneapolis  
S. Lason Ehrman, Portland, Ore.  
A. Richard Frank, Chicago  
Samuel Goldhamer, Cleveland  
Joseph Goldstein, Rochester  
Mrs. Sieg. Herzog, Cleveland  
Sidney Hollander, Baltimore  
Joseph P. Loeb, Los Angeles

Dr. Solomon Lowenstein, New York  
Elias Mayer, Chicago  
Mrs. Irving Metzler, Beverly Hills  
William Rosenwald, Greenwich  
Dr. Ben M. Selekman, Boston  
Eugene Warner, Buffalo  
Joseph Willen, New York  
Henry Wineman, Detroit

Regional Chairmen: Robert J. Koshland, San Francisco  
Nathan Stein, Milwaukee  
Max L. Stolz, Syracuse

Visitors: Fred M. Butzel, Detroit  
Samuel A. Goldsmith, Chicago  
Harry Greenstein, Baltimore  
S. P. Halle, Cleveland  
Mrs. Mary Rosenwald, Greenwich  
Isidore Sobeloff, Detroit  
Abraham Srere, Detroit  
Sidney N. Weitz, Detroit  
James L. White, Salt Lake City

Staff: H.L. Lurie  
G.W. Rabinoff

Committee reports and staff memoranda were presented on each item discussed. Folders containing these reports and memoranda were distributed to all board members present and to other board members by mail.

1. MINUTES OF PREVIOUS MEETING

MR. ROSENWALD suggested a correction in the minutes of the meeting of the Board of Directors held in New York City on November 11-12, 1939. In accordance with his suggestion, the phrase in the third paragraph of page 9 reading "MR. MONSKY MOVED that the board authorize the appointment of a committee of representatives of ten welfare funds to cooperate with the national agencies engaged in overseas, Palestinian and refugee work in establishing a joint campaign for 1940..." was changed to "MR. MONSKY MOVED that the board authorize the appointment of a committee to represent the Council from ten welfare fund cities, to collaborate with the national agencies, etc."

The minutes as corrected were APPROVED.



## 2. REPORT OF THE EXECUTIVE DIRECTOR

MR. LURIE presented a report on the Council program in 1939. The board devoted considerable time to a discussion of point II on page 4 of the report relating to the organization of local programs concerned with "maintaining harmonious group relationships in the American Democracy". Particularly, the discussion centered on the sentence "we need to gauge how much of a service responsibility the Council should or can properly assume pending the creation of a central, national service for this field of communal effort."

Called upon at this point, MR. LURIE explained that since the General Jewish Council had not yet developed a national program of service to local communities in this field, some of the local agencies had been asking whether a different organization was required or whether the Council had the responsibility for developing a central service to assist the local community organizations. The Council of Jewish Federations and Welfare Funds had assisted in the organization of local community councils which in some communities carry on public relations activities through special committees. The Washington Community Council, he reported, was interested in the organization of a national body of community councils and he believed that this sentiment resulted from disappointment in the failure of the General Jewish Council to become a central agency for such local bodies.

MR. SHRODER pointed out the distinction between the general activities of community councils and specific civic-protective work. In many cases, he declared, community councils cover a much wider area than public relations activity.

MR. HOLLANDER recalled that at the board meeting in Pittsburgh last year it was agreed that the Council would limit its services in this field to assistance to communities seeking to organize local councils. MR. LURIE replied that this had been the Council's policy thus far. MR. SHRODER felt that the organization of local councils should not be tied up with the problems of the General Jewish Council. MRS. HERZOG doubted that the General Jewish Council had ever intended to set up a separate medium in communities which already had councils, but rather that it could carry out its civic-protective program through existing councils. MR. VILLEN felt that the CJFWF should stay out completely from the field in which the General Jewish Council operated.

MR. HOLLANDER asked whether the staff of the CJFWF would have to be enlarged to answer requests from communities for the organization of local community councils. MR. LURIE replied that although it might not require additional office personnel, more field people might be needed, since the problem of whether a community really needs a new central agency differs from one city to another. In some communities existing machinery such as a federation or welfare fund might prove adequate to take on additional tasks, whereas in other communities new central bodies might be advisable. MR. BETTMANN expressed the view that since the problem of forming councils in different cities depended on local conditions in each case, the CJFWF should confine its services to advising communities requesting assistance, but should not actively promote the formation of councils generally. MR. GOLDSTEIN agreed that the Council should provide whatever information communities may request in this field and should refer them to appropriate national agencies for guidance on particular problems that fall within their competence. MR. LURIE asserted that since the situation was unclear and since much of it was crowded with politics between various national agencies, the Council should define its responsibility and relate its work to current trends in Jewish communal affairs.



MR. WILLEN felt that it would be unfortunate for the CJFIF to become involved in the civic-protective field and should avoid making vague statements on the matter which might be misunderstood.

MR. SHRODER reiterated his view that two distinct problems were involved: One, assistance to communities in their civic-protective programs, and the other, assistance to communities in organizing local councils for whatever purposes they wished. Some communities, he said, might wish to organize councils which would deal with various matters of common interest, but not necessarily with civic-protective programs. MR. LURIE felt, however, that the problems were related. MR. BRIN added that in Minneapolis the Federation itself was the agency which was working out a public relations program.

MR. HOLLANDER felt that the CJFIF should continue its present policy of assisting local communities wishing to organize community councils for whatever purposes they desired. MR. WINEMAN proposed that the Council merely provide communities which asked for advice on this matter with the experience of other communities and let the local leaders decide what to do in each case.

There was some discussion as to whether or not the General Jewish Council would continue to exist. MR. WILLEN asserted that there was a difference of opinion as to how much unity could be achieved through the GJC but that the GJC itself would continue.

MR. EHRMAN MOVED that paragraph II on page 4 of the executive director's report be referred to the executive director for re-phrasing in the light of the board's discussion. The MOTION was seconded and carried.

MR. ROSENWALD suggested that in next to the last sentence on page 3 of the report, reading "how much initiative should the Council assume in bringing about national cooperation?", the phrase "on a sound basis" be added. MR. LURIE agreed to add these words.

### 3. UNITED JEWISH APPEAL

MR. LURIE read the "Report on UJA Negotiations". MR. SHRODER repeated his objection to the reference in the report to "representatives of welfare fund cities" on the Committee of Ten named by the Council to cooperate with the national agencies. He felt that the Committee should be considered throughout as representing the Council, although the individuals on the Committee might come from welfare fund cities.

DR. LOWENSTEIN made a correction in the language of the report, changing the seventh paragraph beginning with the phrase "Subsequent meetings were held with the negotiating committee of the UJA" to read "with the negotiating committees of the participating agencies of the UJA." He also suggested changing the words "Allocation Committee" to "Distribution Committee" in all references to the committee being set up by the UJA to distribute funds collected in the 1940 campaign among the participating agencies. He stressed the fact that the Distribution Committee for whose work an appropriation of \$25,000 had been authorized by the UJA was an arm of the UJA staff. Although it was including representatives of the Council, he said, it was not to be considered a committee of the Council. He expressed the hope that the protracted negotiations which had preceded the agreements between the leading overseas agencies in the past three years would not have to be repeated, but that the Distribution Committee,



composed of two representatives of the Joint Distribution Committee, two of the United Palestine Appeal and three of the Council of Jewish Federations and Welfare Funds, would evolve procedures which would in the future determine division of funds among the participating agencies in the UJA in an objective and impartial manner. He hoped that this committee would have access to the books of the participating agencies, would be able to send representatives abroad or wherever the needed information could be obtained, and would be allowed sufficient time to work out a thorough and accurate basis for the distribution of the UJA's funds. In regard to the desire of the Council to have other overseas agencies included within the UJA, DR. LOWENSTEIN asserted that the UPA was definitely opposed to the inclusion of any agencies other than JDC, UPA and National Refugee Service in the 1940 United Jewish Appeal.

Replying to a question of MR. BETTMANN as to the manner in which the Council representatives on the committee might be chosen, DR. LOWENSTEIN suggested that the Council submit a list of proposed names to the national organizations, each of which would have the power to reject or accept any of the names submitted, so that the three men ultimately chosen to represent the Council would be acceptable to all sides.

MR. SHRODER expressed the view of the board that the persons named by the Council for the Distribution Committee would represent the Council as a whole and not merely a number of welfare fund cities.

Turning to the \$25,000 allocated by the UJA to the work of this Committee, MR. SHRODER asserted that the Committee had the right to pick the Council as its research body, or choose any other agency it saw fit to do the task. MR. HOLLANDER expressed the hope that since the country as a whole had a great stake in the success of the Distribution Committee's efforts, the Committee should welcome an objective study made by a body which the federations and welfare funds of the country would accept as unbiased and impartial. He thought that a report by the Committee, the majority of which was composed of national agency representatives, would not have the same degree of acceptance throughout the country as a report presented by the Council. DR. LOWENSTEIN replied that the work of the Distribution Committee would differ from that of the Council, since its purpose was not to make any statements to the country, but rather to find the facts upon which actual distribution of the funds collected by the UJA was to be made. For this purpose the Committee might avail itself of the services of the Council, or might decide to set up its own technically equipped staff for this purpose.

MR. HOLLANDER said that federations and welfare funds contributing to the UJA would, however, be interested in obtaining the facts which the Distribution Committee learned about the work of the national agencies. He explained that at meetings of the negotiating committees he objected to the establishment of a ratio of distribution between the participating agencies at the beginning of the year to cover the full year, and suggested instead, advance allotments to cover the immediate needs of the agencies and the distribution of UJA funds in later months as the current needs of the JDC, UPA and NRS might warrant.

MR. HOLLANDER then referred to the desires expressed by many welfare funds and the regional conferences of the Council for the extension of the UJA to include other overseas agencies such as Ort, Hias and the JTA. The inclusion of these agencies, he said, would not withdraw any funds from the UJA, since it would bring in the amounts hitherto raised independently by these agencies. It would (1) cut down unnecessary expenditures for campaigning by these agencies,



he said, (2) make their services subject to investigation by the Distribution Committee and (3) bring to light any duplication of effort among the overseas agencies which might later be avoided. Local budget committees, he asserted, would then not have to decide on the amounts they should allocate to these agencies whose needs they were in no position to judge.

Returning to the question of the research staff to be chosen by the Distribution Committee, MR. BETTMANN asserted that the national agencies appeared to be ready to do what they pleased and to ignore the wishes of the welfare funds as expressed through the Council. DR. LOVENSTEIN replied that the negotiating bodies of the participating agencies of the UJA had treated the Council with the greatest regard and respect and that they realized that the Council had been a valuable influence in bringing about an agreement. He did not feel, however, that the choice of the particular staff which the Distribution Committee decided would be most useful in its task, was a matter of respect or disrespect for the Council but purely one of policy for the Committee to decide. There was no question, he said, but that in recent negotiations the Council had strengthened its own prestige.

MR. FRANK felt that the Council was the logical body to carry through the study of the national agencies, but doubted whether it could get itself named as the investigating body by pressure. He believed everything possible should be done to create a favorable atmosphere so that the Council might be named the fact-finding body for the Distribution Committee.

MR. ROSENWALD commented that the discussion had not adequately reflected the "very fine work" which the Council had in general accomplished and the services of Mr. Hollander in seeing the negotiations through. Great progress had already been made, he asserted, and the Council was going to participate in the decisions of the Distribution Committee. He pointed out that the JDC and UPA existed long before there were any welfare funds or a Council and that discussion as to which body took precedence over the other was fruitless. The main point, he said, was that the Council's efforts were being highly regarded and that Mr. Hollander, Mr. Lurie and the other persons participating in the negotiations on behalf of the Council should be commended on the splendid results thus far achieved.

MR. KOSHLAND referred to resolutions passed by the Western States Region urging greater evaluation of national agencies in the reports issued by the Council. If the Council intended to make such studies, he said, he felt that no exception should be made for the major overseas agencies. The Council, he believed, should be the agency responsible for evaluating the work of all national organizations, including those participating in the UJA. MR. WINEMAN agreed that it would be desirable for the Council to make the study, but felt that since the Distribution Committee was an autonomous body it had the right to decide for itself whom to employ for its fact-finding staff. The Council, he believed, would be trespassing on the rights of the new Committee if it insisted on being so employed. MR. LURIE pointed out that if the Council had had a larger budget, it might have been able to make evaluative studies of all national agencies and the present question might never have arisen. He added that regardless of the work of the Distribution Committee, the Council would still have to review the reports of the agencies within the UJA and distribute the reports to the welfare fund budget committees. MR. HALLE commented that since the Council had been doing this work for years, and was fully equipped to make such investigations, except for the funds needed to carry them on, he saw no reason why another body should be formed to perform the same function. MR. WARNER replied that the UJA Distribution Committee was an autonomous body



and had the right to engage whom it pleased for this purpose. DR. LOWENSTEIN pointed out that even if the Council were engaged to do the job, it would have to hire more personnel for the day-to-day fact finding needed by the Distribution Committee to determine its allocations. Whatever staff the Distribution Committee employed would in any case not be duplicating the present work of the Council. The Committee would require detailed information daily and as rapidly as it could get it, so that funds collected by the UJA could be allocated for the work most needed at the moment. MR. BRIN remarked that the facts discovered by the fact-finding staff of the Distribution Committee would still be subject to review by the Council in preparing its reports to local welfare funds.

Summarizing the discussion, MR. SHRODER asserted that the fact-finding staff set up by the Distribution Committee would have to be in personal contact with current demands of the participating agencies of the UJA. The Council at present, he said, was not equipped to perform this type of evaluation for immediate action rather than for budget purposes, and even if it were assigned the task, would have to use most of the \$25,000 allocated to develop the necessary machinery. The Distribution Committee, he believed, would be entirely within its rights in choosing whatever agency it pleased for this job. The Council, however, would be justified, he felt, in asking the Distribution Committee to make available to the Council all the facts which it had discovered, for review and evaluation, so that local welfare funds could know the basis upon which distribution had been made. The board, he asserted, could pass a resolution suggesting that the Distribution Committee consider the availability of the Council's machinery for the fact-finding process, and could instruct the Council's representatives on the Distribution Committee to make this offer. MR. SHRODER joined in the felicitations to the President of the Council and his associates in the conduct of the negotiations leading up to the present agreement, and declared it was only through the efforts of the Council as a cementing influence that the participating agencies were held together long enough to arrive at an agreement. If this kind of progress were made each year, the Council would ultimately achieve its objectives. The Council should be satisfied with the progress made and not expect to accomplish too much in a short time, he declared.

MR. LOEB presented a resolution offering the facilities of the Council for the fact-finding work of the Distribution Committee of the UJA, but recognizing the right of the committee to choose its own agency.

MR. WARNER rephrased the MOTION to read "that the board of directors of the Council recognizes the importance of the work to be done by the Distribution Committee of the United Jewish Appeal, and is especially gratified that a fact-finding study is to be made by a staff set up or chosen by this Committee; that the board respectfully submits that the Council tenders its good offices in furthering the study and invites the Committee to take advantage of the Council's facilities in any way it may desire."

The MOTION was seconded and carried.

Turning once more to the matter of including additional agencies in the United Jewish Appeal, MR. ROSENWALD questioned Mr. Hollander's statement that all the agencies which the Council wished included in the UJA would bring in as much money from their previous supporters as they would take out of the UJA



treasury. He asserted that the JDC had approved of the idea of discussing with other overseas organizations the possibility of including them in a joint appeal. He then reviewed the discussions which had taken place in the negotiations leading to the present UJA agreement. MR. HOLLANDER asserted that the Council was under very deep obligations to certain of its members who, at great expense of time and money, came to New York to participate in these negotiations. He mentioned particularly Messrs. Goldsmith, Bettmann, Mayer and Goldhamer; Judge Phillip Forman of Trenton and Donald Kaffenburgh of Hartford. He also expressed appreciation for the work of Mr. Lurie during the negotiations.

MR. BETTMANN felt that the Board should pass another resolution recommending the inclusion of the additional agencies in the UJA.

MR. WILLEN MOVED that the Board go on record as favoring the inclusion of the Ort, Hias and the JTA in the United Jewish Appeal.

The MOTION was seconded.

MR. GOLDSMITH expressed doubt whether the majority of the cities had any definite point of view in this matter, and secondly, whether the Council really had enough information about the needs of these agencies to support its desire for including them in a joint appeal. He asked why, if a European organization such as the Ort was included, another European agency such as the Ose was not. He suggested that, before the Council favored such inclusion, the major cities be consulted and that more studies be made of the needs of the agencies involved. Once additional agencies were included, he said, the problem of controlling their activities would be increased, since they would consider themselves as permanently established within the UJA. This, he believed, might be an invitation to introduce many more European agencies on the same basis. He feared that if more agencies were included in a national joint appeal, welfare funds would become automatic **fund-producing** machines and many of the individuals interested in particular causes would develop "a violent lack of interest in the causes supported." He questioned whether the Chicago Welfare Fund would want to have its judgment on the work of individual overseas agencies completely "pigeon-holed" by any national body, whether it be the Council or any other group. MR. FRANK added that although he had always favored the inclusion of overseas agencies in one campaign, he felt the present step should not be taken without more study of the project, or without consultation of welfare fund leaders, at least in his own community.

MR. GOLDHAMER felt that as long as the national agencies could make a direct appeal to the country, there was no way of exercising any control over them. He strongly favored bringing them into the UJA because it would be the only way of controlling their activity.

MR. GOLDSMITH remarked there was no such control at present.

MR. FRANK asserted that ultimately it would seem desirable to include all the overseas appeals in one campaign, but that the Council this year might be satisfied with the progress made thus far to spend the coming year in efforts to persuade the national agencies to have proper studies made of their work, and then to take action on a wider joint campaign if warranted by these studies.



MR. STOLZ pointed out that the resolution offered tended in that direction, since it merely recommended the inclusion of the additional agencies without suggesting any particular amounts to be given to them leaving it to the discretion of the Distribution Committee which was already pledged to investigate the needs of the participating agencies. MR. HOLLANDER asserted that in order to answer present complaints that both Ort and Hias were duplicating the work of other organizations, the only way to control such conditions or the amount of money these agencies obtain was to include them in the UJA where their activities would be subject to review.

MRS. HERZOG pointed out that every regional conference of the Council had already gone on record urging a wider United Jewish Appeal.

MR. GOLDSMITH questioned whether there was sufficient budgetary control by the UJA over the agencies that were already in it to contemplate such control over organizations that were not yet included. The allocations within the UJA thus far, he said, had not been based on scientific evaluation of needs and there had been no attempt at budgetary control, since the budgets of the agencies had not been in shape for proper evaluations to be made.

MR. GOLDSMITH asserted that in Chicago, at least, he was interested in keeping alive the spirit of the various elements of the community. He did not wish, he said, to have "so much peace that the stillness of death will reign in the community". He did not want to see fund raising resolved into the same kind of machinery which federations had before the development of community chests, characterized by "the responsibility of the few and the neglect of the many." He expressed the belief that fund raising in 1940 would be much more difficult than in 1939. Communities, he said, had not arrived at the point where they could afford to neglect the color and the life which competing organizations provided. These diverse appeals did succeed in raising money, he said. The interest of these groups might fall away, he declared, if all the functions of budgeting were centralized outside the community.

MR. ROSENWALD expressed the view that the inclusion of the three additional agencies mentioned would involve consideration of the particular fund-raising problems of each of the agencies. The Ort which outside of New York raises most of its funds from welfare funds, he believed, might be easily incorporated in the UJA. He suggested omitting consideration of the JTA from the resolution because of its special financing problems. Hias, which raises funds from memberships as well as welfare funds, could be included if the complicated financial arrangements were worked out on a sound basis.

MR. SRERE asserted that communities were not seeking unity merely because they wanted the easiest way out of their budgeting problems, but because they wished to end any duplication which might exist among national agencies, especially at the present time of great need. The Council, he said, was the organization which could provide the guidance needed to bring about ultimate unity.

MR. BRIN asked whether there were any figures available on the proportion of money raised by national agencies through welfare funds and through other means. MR. LURIE replied that approximate figures were available, but they differed for each national agency, and depended to a large extent on the definition of welfare funds, temporary joint appeals, etc. Hadassah, for example, obtains only a small percentage of its funds from welfare funds. Hias and Ort obtain higher proportions from this source, etc.



MR. HALLE took issue with Mr. Goldsmith's statement that joint fund raising would result in a "peace of death". He asserted that the Cleveland experience indicated that welfare funds could create "the joy of life." He cited the greatly increased number of workers in welfare fund campaigns since the introduction of joint fund raising in Cleveland.

MR. MAYER indicated that there may be differences between communities which have only one fund-raising effort a year for Jewish causes, and those like Chicago, which have to raise funds also for their federations of local Jewish welfare causes. He doubted the advisability of having the Board pass the same resolution on the subject of the inclusion of more agencies in the UJA every time it met.

MR. GOLDSMITH reiterated his view that including additional agencies in the national UJA was not the same as adding local causes into a local federation, since the UJA, unlike a federation, had no budgetary control over the participating agencies. He felt that until the Council Board and staff had more information on the budgetary requirements of Ort, Hias and JTA, they should not press for the inclusion of these agencies. He added that in spite of all the arguments that had been made for the UJA, it might not be to the best interests of the Jewish group to have even the present participating agencies in the UJA joined into one appeal. MR. WILLEN added that in the clamor for unity the time may have come to ask, "unity for what?" A "Frankenstein" may have been created, he said, which brought divergent philosophies under one roof and deprived an individual of the right to express his own views through his contributions to the agencies in which he was particularly interested. He felt that the 1940 campaign in New York was likely to suffer because a number of persons "of intelligence, character and generosity" were beginning to wonder whether such an arrangement was fair.

MR. BETTMANN replied that the views of Mr. Willen and Mr. Goldsmith would, if carried to their final conclusion, mean the "destruction of everything that the communities have been building up for the past ten years" in the welfare fund movement and through organizations such as the Council. The success of the welfare fund movement, he said, proved that the vast majority of the Jewish group in communities throughout the country favors the current trend. He agreed, however, that the inclusion of the additional agencies in the UJA this year might not help to bring increased funds to the UJA in 1940. He doubted whether local budget committees would allocate larger sums to the UJA because of the inclusion of additional agencies this year. For this reason, he opposed the inclusion of these agencies in the UJA for 1940. Ultimately, he asserted, the objective of the Council should be to advise communities, on the basis of their population and their giving ability, what their actual allocations should be for all the agencies they support. At the present time the Council made no recommendations, but should start on this course in the near future, he said.

MR. LURIE mentioned three elements who might have the right to exercise authority over the disposition of contributions to national agencies: first, individual contributors; second, local communities; and third, some national machinery for the allocation of funds. He said he could see no point in urging the inclusion of additional agencies in the UJA unless the Council of Jewish Federations and Welfare Funds was properly represented in the budget committee which controlled the funds. If agreement could be obtained among the national agencies, the welfare funds and the individual contributors, the budgeting process would be much more effective. MR. BRIN asserted that the resolution urging the inclusion



of the agencies might carry an additional phrase to imply that the communities were not seeking unity for its own sake, but were interested in arriving at a budgetary process best calculated to meet the needs of the individual agencies operating in the field of overseas and refugee aid.

MR. BETTMANN MOVED ~~that~~ the phrase "under proper budgetary consideration of their needs", be added to MR. WILLEN'S motion.

The MOTION was seconded.

MR. WARNER asserted that although he was a strong believer in the federation idea, he did not think the time was ripe for the UJA to take in more agencies. In the first place, he felt that it would not help in raising more money. Secondly, he believed such inclusion should take place when the emergency was past, and when more time could be taken to study the needs which each of these agencies was seeking to meet. MR. FRANK remarked that budgeting committees which study the programs of the Ort and Hias could not help but be impressed with the fact that more than one agency was engaged in dealing with retraining and immigration problems. That, he felt, was the main reason why communities were eager to see Ort and Hias included in a campaign of which the JDC was a part, since the JDC also supplies funds for work in the fields of retraining and immigration. MR. WARNER wanted to know whether, by including these agencies in the UJA, more information about their work would be obtained than is now available. He felt a study should be made of their needs before their inclusion was urged. MR. LURIE commented that such a study would be made automatically if these agencies came into the UJA.

Mr. Bettmann's MOTION to amend Mr. Willen's motion was then voted on and passed.

Further discussion took place on various details of the procedure which might be followed if the additional agencies were included in the UJA.

Following this discussion, MR. SHRODER suggested, and MR. MAYER offered, a substitute MOTION that "since the Board of Directors of the Council, through its Committee of Ten, has assisted in the establishment of the United Jewish Appeal for the JDC, UPA and the National Refugee Service, it further recommends that the United Jewish Appeal give consideration to the inclusion of the Ort, Hias and Jewish Telegraphic Agency in its 1940 campaign."

The MOTION was seconded and carried, with two members opposed.

#### 4. COUNCIL FINANCES

MR. LURIE presented a report on the 1939 financial experience of the Council and the proposed budget for 1940. MR. LURIE requested authorization for the continuation of the activities carried on by the Council in 1939, the addition of two full-time and one half-time field representatives, with the additional expenses required by them, and proposed salary increases for which a maximum of \$2,000 had been included in the budget. The Board was also asked to consider plans to raise membership income above the \$75,000 pledged in 1939 from member agencies, to consider the appeals to be made to foundations, and to decide whether to appeal to the New York campaign of the United Jewish Appeal



or to ask for funds directly from the constituent agencies of the New York UJA, namely the JDC and the UPA.

MR. EHRMAN asked for information about specific items in the budget including the sum indicated for travelling expenses which he felt might be too high. MR. MAYER asked whether, with the growth of regional organization, each region might not become more autonomous and require less travelling by staff members. MR. RABINOFF replied that the development of regional organization required increased travelling by the field men within the regions. MR. EHRMAN noted that the major increases were for added field staff which depended upon the ability of the Council to raise the necessary funds. MR. SHRODER remarked that the Council had definite commitments for increasing its field staff in regions where member agencies had increased their subscriptions to the Council in expectation of direct field service.

MR. LURIE noted that the Council was getting reasonably adequate support from Baltimore and Boston, both of which had recently increased their contributions; fair support from San Francisco; and increased contributions from Los Angeles, which could still, however, reach a higher figure. St. Louis, he said, "had an excellent record; some progress had been made in New York; Chicago made an increase last year; Detroit has a long way to go; and Cleveland could also do better." Portland was perhaps the most generous of the cities since its contribution of \$1200 was one-half of Philadelphia's subscription. MR. MAYER said that he hoped that Chicago would be able to respond with a substantial increase, either from the Federation or Welfare Fund or both. MR. WILLEN said it was doubtful if the Council could get more from the New York Federation. He felt that the Council should have a committee to solicit funds from the foundations in the city as well as from individuals. MR. HOLLANDER objected to raising funds from individuals. MR. KOSHLAND commented that the Western States appeared to appreciate the Council's efforts and were willing to cooperate in its support, but felt that the rest of the country was not responding as it should.

MR. MAYER MOVED that the budget for 1940 as submitted in Mr. Lurie's report be approved.

The MOTION was seconded and carried.

MR. LURIE asserted that the Council, to meet its 1940 budget, would have to raise \$37,000 more than the pledges it had received from federations and welfare funds in 1939. The subsequent discussion on raising the income of the Council, centered chiefly about the contribution to be sought from the New York campaign of the UJA. MR. FRANK felt that the Council should get its request in to the New York campaign as early as possible. MR. WILLEN pointed out that the New York campaign was conducted directly by the national United Jewish Appeal in the same way that it conducted drives in small communities without an organized welfare fund, so that appealing to the New York campaign of the UJA as distinct from the UJA itself, was making a very subtle distinction. MESSRS. SHRODER AND MAYER felt that the Council could ask for support on the ground that it was performing a service for the UJA nationally in helping to reduce the fund-raising costs of the national agencies.

MR. HOLLANDER asserted that the Council should tell the UJA that the amount the Council was receiving from New York was disproportionate to the number and wealth of the Jewish population of the city; that other cities throughout the country resented the fact that they were being called upon to bear New York's



share of the burden; that if New York did not do its share, the Council might be forced to ask its member agencies throughout the country to give the Council one percent of the amount they would ordinarily have appropriated to the UJA, in order that the Council could continue to serve the communities in their fund-raising and other efforts. MR. WILLEN reminded the board that New York's contribution was not confined to the subscription of the New York Federation but also included the sums provided by the foundations and by some individual contributors, as well as the amounts received from the JDC and UPA in lieu of a contribution of the New York UJA.

MR. MAYER MOVED that the Council apply simultaneously to the New York campaign of the UJA as well as directly to the JDC and the UPA for a contribution to the Council in behalf of the New York community.

The MOTION was seconded.

MR. FRANK MOVED that the amount requested should be determined by the president and should not exceed \$25,000.

The AMENDMENT was accepted.

Mr. Mayer's MOTION was then passed.

MR. SHROEDER remarked that some communities did not realize the Council was their own national organization which they must support. MR. BRIN felt that increased field service might tend to create such a feeling in the communities. MR. GOLDSTEIN remarked that an important argument for the support of the Council was the efficiency which the development of welfare funds had introduced in the communal affairs of local communities.

##### 5. RESOLUTIONS COMMITTEE

MR. HOLLANDER MOVED that the chairman appoint a resolutions committee to submit resolutions to be acted upon by the annual business meeting of the Council during the General Assembly.

THE MOTION was seconded and carried.

MR. WARNER asked where the various resolutions passed by regional conferences of the Council urging inclusion of additional agencies in the UJA had originated. He felt that conference resolutions were often prepared with little care. Regional organizations, he said, should not be allowed to become rubber stamps for some particular person's opinions. MR. RABINOFF explained that the first resolution to this effect was adopted at the open business session of the Western States Conference last spring and similar resolutions were later adopted in other regions. This year, for the first time, the Council circulated to all regional chairmen the resolutions adopted by the conferences in other regions. As a rule, MR. RABINOFF said, conference resolutions grew out of the conference discussion and debate with little outside stimulation.



6. OTHER BUSINESS

MR. LOEB reported that he had been asked by the Secretary of the Los Angeles Jewish Community Council to bring before the board a resolution which had been presented at the annual meeting of the Los Angeles body, asking for greater democratization of the structure of the Joint Distribution Committee. After brief discussion in which MESSRS. SHRODER, KOSHLAND and WARNER participated, MR. HOLLANDER suggested that such a matter was not within the Council's jurisdiction, and that if the Los Angeles Community Council had reason to feel the structure of the JDC should be altered, it should forward this suggestion to the JDC directly.

The meeting of the Board was then ADJOURNED.





SIDNEY HOLLANDER  
2410 GREENMOUNT AVE.  
BALTIMORE

Feb  
2nd  
1940

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

Dear Rabbi Silver:

I'm sorry you weren't able to get to the COUNCIL meetings in Detroit. We missed you.

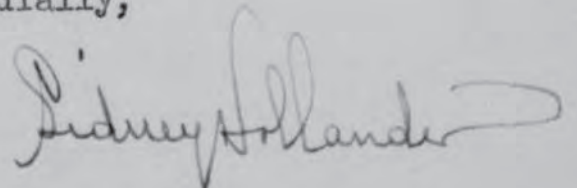
A great part of the three days were devoted to discussion of the needs of the overseas agencies and the responsibilities of the Welfare Fund cities to meet those needs. I'm sure it would have pleased you to hear at first hand the high regard in which the U.P.A. is held, and how universal is the appreciation of its splendid work.

There was general satisfaction at the decision to have a United Appeal again this year, and an equally general desire to have it expanded to include the additional agencies we have discussed. The local communities stated frankly they are in no position to assay the value of the services or the budgetary needs of these smaller agencies, and were eager to have them subjected to the same scrutiny that is contemplated for the larger ones.

I am hopeful that a meeting can shortly be arranged between the agencies already included with the ORT and the HIAS to see if it isn't possible to bring them in on a mutually satisfactory basis. I'm convinced some equitable plan for their inclusion can be arranged with no financial risk to the agencies already in.

I'm again counting on your help for this.

Cordially,



SH:SS



# BULLETIN

## For Member Agencies

General Assembly Bulletin

February 9, 1940

### DEVELOPMENTS IN THE GENERAL JEWISH COUNCIL

#### Preface

(At a session of the General Assembly on January 28, 1940, Mr. Henry Monsky, vice chairman of the General Jewish Council, presented a report of developments. This report was discussed but no formal action was taken at the Assembly. The Board of Directors, at a subsequent meeting, considered the report given by Mr. Monsky and the discussion that followed and decided to submit a statement on the questions at issue to member agencies. The following is the statement of the Board of Directors of our Council.)

#### Interest of Member Agencies

Through individual statements and through action at regional conferences, many of our member agencies have expressed the desire for the development of the General Jewish Council as a cooperative body for fund raising, budgeting and programming of the four constituent agencies -- the American Jewish Committee, the American Jewish Congress, the B'nai B'rith and the Jewish Labor Committee. Representation was made to the GJC on these attitudes at various times during the year by our Committee on National Jewish Agencies. In responding to these requests the GJC appointed a Committee of Eight to examine the problems involved in carrying out these suggestions and to formulate recommendations. This Committee was asked to consider "the enlargement of the scope, activity and representation of the General Jewish Council." The proposals under consideration included suggestions for merger, more effective coordination of program, joint appeal for funds, etc. This Committee of Eight, after detailed and earnest consideration of all of the questions involved, made a final report to the GJC at its recent meeting on January 18, 1940 in New York. At that meeting the recommendations of the Committee of Eight were approved and adopted by the GJC.

#### Report of Committee of Eight

As presented to the Assembly by Mr. Monsky, the highlights of this report are as follows:

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**COUNCIL OF JEWISH FEDERATIONS AND WELFARE FUNDS**  
**NATIONAL OFFICE: 165 WEST 46th STREET · NEW YORK CITY**

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In the opinion of the Committee of Eight, the experience of the GJC has made it apparent that the proposals made to it were for the most part unattainable and that agreement on essential points in these proposals could not be secured. The report states "There appeared to be substantial difference of opinion as to the wisdom of any of the courses proposed from the viewpoint of an efficient defense program."

The Committee of Eight agreed that the GJC could serve with greater effectiveness if its efforts were to be devoted to defining the policies, to studying the budgets and to planning for coordinate action and to carrying on such general activities as would be delegated to the GJC by appropriate action.\*

On the other hand, the Committee of Eight believes it to be desirable that constituent agencies should maintain and carry on their respective programs of defense and that the individual agencies should maintain their separate contacts with local communities.

The Committee of Eight stated that any attempt at merger or consolidation of the activities of the four constituent agencies would involve a loss of effectiveness. It is desirable to eliminate duplication of activities only where "such duplication is undesirable or wasteful." In a period calling for intensive activities of the defense agencies, the report declares that the existence of parallel activities were not necessarily duplication and frequently added rather than diminished the values of defense activities.

Mr. Monsky stated that in his opinion and in the opinion of other members of his Committee, the Pittsburgh Agreement which formed the basis for the organization and creation of the GJC has been misunderstood and that these misunderstandings have led to impatience and criticisms of the GJC that were not warranted. The Pittsburgh Agreement did not give a mandate to the GJC to merge the four defense agencies and to establish itself as a single defense organization for the country. Instead, the wisdom of continued autonomy and the necessity for parallel operation of constituent agencies under the aegis of the GJC was assumed. Mr. Monsky believed that further progress could be made along these lines.

The specific recommendations made by the Committee of Eight as approved by the GJC are as follows:

- (1) "The GJC shall more actively plan coordination of the activities of the several agencies; it shall establish and declare policies; serve as a clearing house of information, study and analyze budgets, and counsel and advise the constituent agencies."

A public relations committee is functioning, an information bureau is to be set up within the GJC and other projects delegated by appropriate action of the Council.

- (2) Each of the constituent agencies of the GJC will submit its proposed budgets. "The GJC through proper committees shall study, analyze and discuss these budgets. The budgets of the agencies, as ultimately submitted after such

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\* The GJC has been carrying on a coordinated public relations program, and is planning the creation of a bureau of information with responsibility for answering inquiries on the program, activities and practices of agencies and periodicals which appeal for financial support or patronage upon the basis of the claim of a defense program.



study, analysis and discussion, shall be considered the budgets of the several agencies."....Welfare Funds "shall be advised by the GJC concerning such budgets."

- (3) A standing committee with appropriate sub-committees and other assistance is to be set up to study and analyze programs of the several agencies "with a view to the elimination or duplication of activities where such duplication is undesirable or wasteful."
- (4) Neither the GJC nor any of its constituent agencies is to engage in the organization of local community councils. The several organizations, however, are permitted to establish their own agency representation or contacts in local communities and to participate in local defense service. The GJC is to develop a suitable and proper plan of procedure to bring about unity as regards matters of policy involved in serving local communities.
- (5) "The three major rabbinical groups -- reform, conservative and orthodox -- shall be accorded representation in the Council by the designation of one representative from each group."

#### Discussion at the Assembly

The discussion of Mr. Monsky's report disclosed two opposing views. One, that considerable progress was being made in developing cooperation between the constituent agencies of the General Jewish Council, and that the local communities should be patient and await further progress. This group accepted Mr. Monsky's position that the Pittsburgh Agreement was directed only to more effective coordination between the four constituent agencies in the GJC and did not intend to set up a new organization which would destroy the autonomy or dismantle the structures that had been built up by the separate organizations over a period of years. Those holding a contrary opinion felt that whatever may have been the objectives of the Pittsburgh Agreement, the mounting problems required a unified and integrated program to replace the separate and frequently duplicating and competitive individual defense programs. They, therefore, rejected the assumption that the report indicated progress, but considered it rather an evasion and a rejection of any real consolidation of defense activities and fund-raising programs. And since they believed that an integrated program was the major reason for the creation and continuance of the GJC, they were inclined to minimize the importance of the present recommendations. They insisted that a general headquarters and not merely consultation between four separate agencies was essential to an effective defense program.

#### Opinion of the Board of Directors

Recognizing that it is difficult to harmonize these controversial views, the Board of the Council nevertheless believes that the plans set forth by the GJC do represent progress. Whether these recommendations are adequate or inadequate, a sincere attempt to carry out the proposals of the report would achieve the following desirable results -- 1) the securing, reviewing and submitting the budgets of the four agencies to local communities, 2) the creation of an active committee to study and to recommend further coordination of defense activities and programs, 3) the defining of basic policies to govern the work of the constituent agencies, and 4) the development of suitable central activities within the GJC, in addition to the public relations committee and the proposed information service.



Though the majority of the members of the GJC were unable to adopt more decisive measures it is the opinion of the Board of Directors that our local member agencies should accept the major recommendations of the GJC and the continuing efforts to bring about more satisfactory relationships between the four agencies. We wish to point out, however, that the decision reached on questions affecting local defense organization is not satisfactory. One of the major problems of the organized local communities in their public relations and defense work is to find a satisfactory basis of relationship on policies and procedures with the national agencies. The decision of the GJC to continue separate advisory services and contacts between the four national agencies and the local defense programs will not solve the uncertainties and confusions that now surround these separate contacts and relationships. We believe that our member agencies should continue to press for a better working relationship between organized local defense services and the activities of the national agencies.

Since the GJC is not planning to develop a central fund-raising appeal but will, instead, undertake a joint budgetary review procedure, it is suggested that welfare funds clear with the GJC on all fund-raising appeals made in behalf of one or more of the constituent agencies. On the basis of the 1940 experience, we can evaluate the advantages and limitations of this procedure, and form a judgment on the methods and policies of fund raising for defense programs acceptable to welfare fund cities. It is suggested that our member agencies continue to use regional conferences and other opportunities for an exchange of views on their experience in fund raising for and program relationships with the national agencies engaged in defense work.





# Council of Jewish Federations and Welfare Funds, Inc.

*including the activities of the*

## BUREAU OF JEWISH SOCIAL RESEARCH

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

OFFICERS: *Chairman of the Board* WILLIAM J. SHRODER, Cincinnati • *President* SIDNEY HOLLANDER, Baltimore  
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*Executive Director* H. L. LURIE • *Associate Director* GEORGE W. RABINOFF

February  
22nd  
1940

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

Dear Rabbi Silver:

WRHS  
The United Jewish Appeal  
has asked the Council of Jewish Federations and Welfare Funds to name three representatives to serve on its new Budgeting and Study Committee.

AMERICAN JEWISH ARCHIVES  
In line with this request, I have reviewed carefully all of the Council's membership so that I might give you those who would be most helpful. You want men of keen intelligence, experienced in communal affairs, accustomed to budgetary processes, of unquestioned fairness, and of such stature as will command respect both from the Council membership and your own agencies.

With these qualifications in mind, I submit to you the following names:

William J. Shroeder - Cincinnati  
Ira M. Younker - New York  
Jacob Blaustein - Baltimore

I have worked with all of these men ever since I have been on the Council, and have the greatest confidence in their judgment and their impartiality. There are, of course, others who are good, too, but I think these exemplify the qualities needed most fully.



COUNCIL OF JEWISH FEDERATIONS AND WELFARE FUNDS, INC.

An important consideration, of course, must be their availability to New York, and a willingness to lay aside other affairs in order to give as much time as may be required to the work of your Committee. While I have not discussed the matter with any of them, I would do my best to persuade them to serve if they are acceptable to the two agencies.

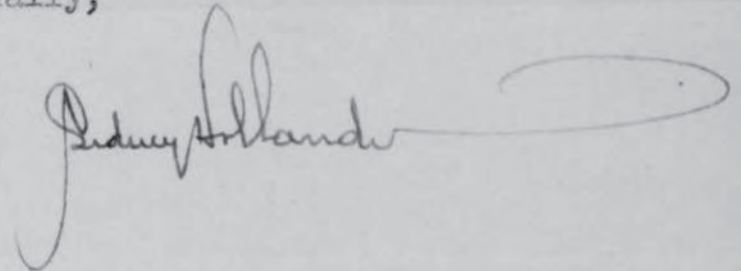
Others that I might have suggested were

Robert Koshland	- San Francisco
Irvin Bettman	- St. Louis
Elias Mayer	- Chicago

but I was afraid that it might be impossible for them to come as often as your Committee might need them.

The men I have suggested have repeatedly shown their appreciation of the programs of both the J.D.C. and U.P.A., and can be counted upon to consider their needs sympathetically and impartially.

Cordially,



SH:RP



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COUNCIL OF JEWISH FEDERATIONS AND WELFARE FUNDS, INC.

March 6, 1940

Mr. Edward M.M. Warburg  
Chairman, New York City Campaign  
United Jewish Appeal  
30 Rockefeller Plaza  
New York, N.Y.

Dear Mr. Warburg:

The Council of Jewish Federations and Welfare Funds desires to place before you at this time its application for an allocation from the New York City Campaign of the United Jewish Appeal. You will perhaps recall that such an application was presented to the New York Campaign in 1939.

At that time, the Executive Committee of the campaign was good enough to give this matter very careful consideration but finally reached the decision that it was limited in its allocations to the three agencies constituting the United Jewish Appeal, and that any grant of the funds raised to other agencies would have to be made by the beneficiaries of the New York Campaign. It did agree, however, to recommend such an allocation for the Council to the organizations involved and did so, with the result that grants were made by the Joint Distribution Committee and the United Palestine Appeal.

We are renewing our request to the New York Campaign at this time in the belief that the action of the two national agencies referred to, is sufficient recognition of the appropriateness of the request to warrant the making of a direct allocation. The Council program is financed primarily by the support of local communities throughout the country so that an allocation from the New York Campaign rather than from the national agencies would more nearly conform to regular practice.

Our member communities contributed a total of \$75,000 in allocations and pledges for 1939. Our total budget for 1940 amounts to \$116,260 and we believe that a minimum allocation for the New York City Campaign should be \$15,000. In support of that application, we would emphasize again the value of the Council services to the New York Campaign and to the national organizations represented in the United Jewish Appeal.

I would appreciate very much your sympathetic consideration of this request.

Very sincerely yours,

SIDNEY HOLLANDER  
President



**Council of Jewish Federations and Welfare Funds,**  
Inc.

*including the Bureau of Jewish Social Research*

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

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OFFICERS: *President* SIDNEY HOLLANDER, Baltimore · *Chairman of the Board* WILLIAM J. SHRODER, Cincinnati  
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March 7, 1940

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

Dear Rabbi Silver:

I had a meeting with Rabbi Jonah Wise this morning and discussed with him some requests that came to us from the welfare fund executives in the East Central States Region. Following is the gist of our conversation.

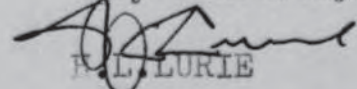
At a meeting of about ten of the welfare fund executives of the East Central States Region, there was an exchange of views concerning plans for the welfare fund campaigns. In general, the spirit was encouraging and the general consensus of opinion was that these welfare funds would set higher goals than the total of funds secured in 1939 and that there was a good prospect of obtaining total increases amounting to from 10 to 20 percent. The view was expressed that increases could be secured from large givers as well as from middle sized contributors and as the result of more complete organization.

Various suggestions were discussed on methods through which local communities could be assisted with their campaigns this year. The group undertook some cooperative planning on various items of campaign procedure. In addition, it was suggested that some special methods be organized by the UJA to help create a favorable atmosphere for increases from large contributors. One of the suggestions that seemed practical to us is that a panel be established of from 10 to 15 of our leading Jewish contributors from New York City and from other large centers. It was suggested that at the request of a large welfare fund, a traveling group of three or four of these leaders might be extremely useful in meeting with groups of large givers to present the program of the UJA, with a view to organize strong sentiment for increased levels of giving.

I am communicating the same suggestions to Rabbi Jonah B. Wise. If the UJA decides to undertake some plan along these lines, we shall be very glad to assist in any way that we can to organize and carry this proposal out successfully.

With kindest regards, I am

Very sincerely,

  
H. L. LURIE

HLL/ed



March 12, 1940

Mr. H. L. Lurie, Executive Director  
Council of Jewish Federations and Welfare Funds  
165 West 46th Street  
New York, N.Y.

My dear Mr. Lurie:

Permit me to thank you for your kind letter of March 7th. In reply, permit me to state the following: The Jewish communities outside of New York City did very well in the campaign of 1939 - in a sense, exceeding our expectations. From present indications they will do even better in 1940. The one community that failed miserably was the City of New York, and from present indications, it will do even worse in 1940. What the United Jewish Appeal campaign this year requires, therefore, is not the stimulation of the rest of the country by a few representative Jews from New York. Quite the contrary! It needs the stimulation of the New York Jewish community by representative Jews from the rest of the country. Successful strategy, this year, dictates concentration to the utmost upon New York City where half of the Jews of America live, and where more than sixty percent of Jewish wealth is concentrated. Any suggestions which you can offer in this connection would be very welcome.

You may recall that in the JDC campaigns in the years following the first World War, the Jewish community of New York likewise lagged behind the rest of the country, and it required dynamite from communities outside of New York to shock it into a realization of its full responsibilities.

With all good wishes, I remain

Most cordially yours,

AHS:BK



March 22, 1940

Memorandum to Members of Board of Directors

Subject: 1940 Committees

From: H.L. Lurie, Executive Director

You will recall that the matter of standing Council committees was discussed at the final Board meeting at the Detroit Assembly and that our president, Mr. Sidney Hollander, was given responsibility for developing plans for 1940. It was generally felt that because of the difficulties involved in national committees, it would be best to limit the number of continuing committees. Special committees may be appointed from time to time to work on some problems of immediate concern to the Council.

Following is the list of committees drafted by Mr. Hollander. This is being sent to you as a member of the Board in preliminary form in order to receive further suggestions and to obtain your acceptance for the committees to which you have been assigned.

1. Committee of Ten (Committee on National Jewish Agencies)

This committee was named last fall to work on the overseas situation and is to be continued under the chairmanship of Mr. Ira M. Younker of New York. The committee will be charged with responsibility for continuing negotiations in any of the fields involving coordination, fund raising and planning in national and overseas fields. It becomes, in effect, a successor to the Committee on National Jewish Agencies and it is suggested that it function this year under that title.

Ira M. Younker, N.Y., Chairman	
Joseph Berne, Cleveland	Dr. Louis Levy, Memphis
Irvin Bettmann, St. Louis	Joseph P. Loeb, Los Angeles
Jacob Blaustein, Baltimore	Elias Mayer, Chicago
Arthur Brin, Minneapolis	Kurt Peiser, Philadelphia
S. Mason Ehrman, Portland	Charles J. Rosenbloom, Pittsburgh
Judge Phillip Forman, Trenton	Lessing J. Rosenwald, Philadelphia
Samuel Goldhamer, Cleveland	William J. Shroder, Cincinnati
Samuel A. Goldsmith, Chicago	Rabbi A.H. Silver, Cleveland
Joseph Goldstein, Rochester	Michael Stavitsky, Newark
Donald Kaffenburgh, Hartford	David Watchmaker, Boston
Robert J. Koshland, San Francisco	Joseph Willen, New York
Sidney Lansburgh, Baltimore	Edward M.M. Warburg, New York
Henry Wineman, Detroit	



## 2. Sub-Committees on National Jewish Agencies

Special sub-committees will deal primarily with the Council's reporting service on national and overseas agencies. The agencies on which we report have been classified into four groups. These sub-committees will also share with the general committee responsibility for initiating and developing new projects in the respective fields.

### a. Overseas - including refugees and immigration

Samuel A. Goldsmith, Chicago  
Kurt Peiser, Philadelphia  
William Rosenwald, Greenwich

### b. Civic-Protective

Elias Mayer, Chicago  
Henry Monsky, Omaha  
Jesse Steinhart, San Francisco

### c. TB and Health

Dr. J.J. Golub, New York  
David M. Heyman, New York  
Dr. Harold G. Trimble, Oakland

### d. Cultural and Coordinating

Harry Greenstein, Baltimore  
Samuel Markell, Boston

## 3. Committee on Public Welfare Measures

A. Richard Frank, Chicago, Chairman  
George Backer, New York  
Mrs. Sidney C. Borg, New York  
Fred M. Butzel, Detroit  
Solomon Lowenstein, New York  
Mrs. Irving S. Metzler, Beverly Hills, Cal.  
Charles A. Riegelman, New York  
Dr. Ben M. Selekman, Boston  
Eugene Warner, Buffalo

## 4. Committee on Regional Organization

Joseph P. Loeb, Los Angeles, Chairman  
Mrs. Sieg. Herzog, Cleveland  
Herbert Mallinson, Dallas  
James L. White, Salt Lake City  
and chairmen of respective regions

In addition to the national committees of the Council, it is proposed this year to place greater emphasis on committees organized within various regions. We have found that these committees can function more easily than wide-spread national committees and have added to progressive developments within the region.



# BUDGETING

## For Member Agencies

### CONFIDENTIAL

March 27, 1940

#### EMERGENCY COMMITTEE FOR WAR TORN YESHIVOTH

(See also Bulletin #77 issued Feb. 1, 1940)

In answer to numerous inquiries as to how welfare funds were treating the special appeal by the Emergency Committee for War Torn Yeshivoth, the Council office addressed a questionnaire to 16 welfare funds which made large appropriations to yeshivoth in proportion to their total overseas budgets in 1939. Twelve of them have replied.

Only one community, Kansas City, had received no request for funds from the Committee.

The appeal was brought to the attention of welfare funds in five cities (Cincinnati, Harrisburg, St. Paul, Springfield, Mass. and Tulsa) by local rabbis; in Omaha and Dallas by a delegation of rabbis; in Atlanta by correspondence from the New York office of the Committee. The Cincinnati and Minneapolis Welfare Funds received the request from local rabbis and by correspondence from the New York office. In Miami requests were received by the Welfare Fund from local rabbis, from a visiting delegation and by correspondence. In Cleveland the matter was brought to the attention of the Welfare Fund by individuals who received requests for donations. The Welfare Fund itself was not consulted before an independent campaign was undertaken.

The following table summarizes the activities relative to the campaign:

CITY	QUOTA SET by COMMITTEE	ACTION OF WELFARE FUNDS	SOURCE OF WELFARE FUND APPROPRIATION
Atlanta	NR *	Will try to compromise on quota	Emergency fund
Cincinnati	\$10,000	Undecided	
Cleveland**	Separate campaign being conducted		
Dallas	10,000	\$2,500	
Harrisburg	1,000	\$800 from welfare fund plus separate appeal to orthodox congregations	Regular yeshivoth fund

**COUNCIL OF JEWISH FEDERATIONS AND WELFARE FUNDS**  
**NATIONAL OFFICE: 165 WEST 46th STREET · NEW YORK CITY**



CITY	QUOTA SET by COMMITTEE	ACTION OF WELFARE FUNDS	SOURCE OF WELFARE FUND APPROPRIATION
Miami	\$3,500	\$2,500 plus separate appeal to tourists	Contingent or emergency fund
Minneapolis	3,000	\$800 1,200	Contingent fund. Unexpended balance from last year's regular yeshivoth fund
Omaha	1,200	Amount undecided	Contingent fund
St. Paul	3,000	\$815 185	Contingent fund. Regular yeshivoth fund
Springfield, Mass.	NR	Undecided	
Tulsa	NR	Will use unexpended regular grant for Polish yeshivoth which no longer exist.	

Kansas City

No appeal made

\*NR - not reported

\*\*The Cleveland Welfare Fund, the only one of this group directly affected by a separate appeal, reported that the welfare fund has not endorsed the drive, but has not openly opposed it. Since the campaign in Cleveland is limited largely to orthodox groups and represents an emergency, no objections have been raised.

Those welfare funds reporting the information, indicated that the emergency grants would not affect their regular appropriations to European yeshivoth.

In view of the various uncertainties in the situation relative to the existence of many of the institutions and the difficulty of transmitting money, welfare funds making emergency appropriations for this purpose may wish to transmit the funds through the offices of the American Jewish Joint Distribution Committee. The appropriations can either be earmarked for specific institutions now located in Vilna, or can be sent as a contribution for all the war torn yeshivoth.



SIDNEY HOLLANDER  
2419 GREENMOUNT AVE.  
BALTIMORE

April  
13th  
1940

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

Dear Rabbi Silver:

This letter is to ask your  
help on two fronts.

First, to get a better ap-  
propriation for the COUNCIL from Cleveland this year,-  
and Second, to help me in the New York situation.

As to Cleveland; in the past  
its yearly grant to the COUNCIL was \$3 000, which was  
about in line with other cities. As you know, we depend-  
ed on the foundations for a large part of our support dur-  
ing the COUNCIL's early years, and our member agencies had  
to make up only the balance. Now, the foundations are  
showing a disinclination to support the COUNCIL longer,  
stating that the time has come for it to obtain full sup-  
port from its members. I can't truthfully say they're  
wrong in that. It would make things easier for us if  
their withdrawal came more gradually, but that's some-  
thing I can't control.

Unfortunately the COUNCIL  
doesn't have very strong friends in New York. The pres-  
sure it has exerted for increasing the authority of the  
"outside cities" has antagonised some of those who in-  
fluence the foundations. Some of them feel that the  
COUNCIL has been too friendly to the U.P.A., and that  
certain other organizations would have fared better if  
it hadn't barged in. You know these facts as well as  
I do. I only mention them here because of their re-  
lation to the COUNCIL's need for increased support out-  
side.

Last year I was advised that  
Cleveland might give more if other cities did their share.



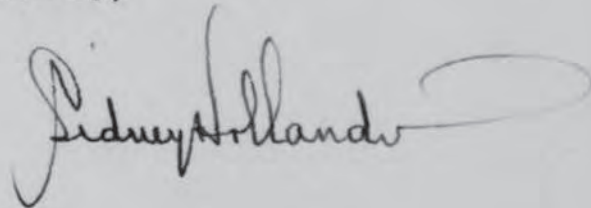
So I have spent most of my time bringing such cities up to par, and have met with a fair degree of success. Baltimore, for example, stepped up from \$1 500 to \$4 000, and many of the other large communities came up, too. Some are still laggards, but I'm right after them. But the COUNCIL has to go on even tho certain communities don't like it, and that's why I want your support for a \$4 500 allotment this time.

The other help I need is the New York situation. The COUNCIL has been seeking an allocation from the funds New York will raise for non-local causes; and once again we are advised that it would be preferable for us to get our appropriation from the national agencies out of the funds New York collects. Personally I can't see any point to such a roundabout procedure; I think the New York Fund should make a direct appropriation as all other cities do, but I can't control the thinking of the group that directs things there.

When the situation comes up to the U.J.A., I'm hopeful that you may indicate your preference for having the COUNCIL included as a direct beneficiary of the New York Fund. If, however, that's not possible, I hope you'll recommend a favorable decision on our application for an appropriation by the U.P.A. to the COUNCIL from New York's collections as you did last year, which will undoubtedly influence a similar decision by the J.D.C.

All good wishes!

Cordially,

A handwritten signature in cursive script, reading "Sidney Holland". The signature is written in dark ink and is positioned below the word "Cordially,".

SH:SS



COUNCIL OF JEWISH FEDERATIONS AND WELFARE FUNDS, INC.

From: Sidney Hollander, President

To: Members of the Board of Directors

May 2, 1940

Subject: Developments in the United Jewish Appeal

I had hoped to be able to send you a definite report on developments in the United Jewish Appeal long before this. March 15th was the date tentatively scheduled for organizing the new Distribution Committee charged with development of plans for an intensive study of budgets and activities of the overseas agencies and the National Refugee Service. I have emphasized repeatedly to the UJA the need for prompt action. Numerous conversations have been held and many letters written, but no final action has been taken. Since the delay is continuing, I feel that an interim report is called for at this time.

You will recall that the new Distribution Committee was to consist of two representatives from the JDC, two from the UPA, and three members representing welfare funds. Several months ago, I presented to the UJA a list of names of leaders in welfare fund cities for their selection. Some of the first names were considered unacceptable, so additional names were submitted some time ago. Since then there have been numerous discussions with some of the UJA leaders to determine their acceptability. Finally on April 18th, there was a meeting in New York City attended by representatives of the JDC, the UPA and the COUNCIL. Six names were chosen which seemed acceptable to all, and these were to be presented to the administrative bodies of the JDC and UPA. I am now advised that objection has again been raised to some of these. The JDC has rejected two; the UPA has rejected one, leaving only three names. Additional meetings will be required to consider further names.

At the meeting on April 18, Mr. Joseph C. Hyman of the JDC, Mr. Henry Montor of the UPA, and Mr. H.L. Lurie, COUNCIL executive, were named as a committee to consider personnel for directing the "Study project" for which funds had been assured by the UJA. A preliminary meeting of this committee was held on April 24, and steps taken for securing further information on candidates who might be considered suitable for the project. The results should be available to the members of the Distribution Committee, if, as, and when, its personnel has been agreed upon.

I regret that progress has been so slow, and assure you that the COUNCIL has been doing everything possible to facilitate matters.



May 8, 1940

SHALL A NATIONAL BUDGETING PROCESS  
BE DEVELOPED FOR WELFARE FUNDS?

At the Western States Regional Conference in Salt Lake City, April 15, 1940, the following resolution was adopted:

RESOLVED that the Council of Jewish Federations and Welfare Funds be requested to set up a national budget committee to study national and overseas agencies and consult with their representatives with a view to (1) determining upon a proper allocation of services as between agencies and (2) surveying and developing approved budgets for such agencies.

The implications of this resolution have been studied by the Council staff. In order to determine whether a national budgeting process is feasible we are presenting herewith a review of our present services in connection with welfare fund budgeting. These services fall into several categories:

1. Fact-finding -- the preparation annually of reports describing the activities and analyzing the volume and cost of the work of the national and overseas agencies appealing to welfare funds for support based entirely on material obtained from the respective organizations. An annual digest summarizes all of these reports according to fields of service.

From time to time during the year, Members Bulletins are issued on "spot developments" affecting the programs and activities of these agencies, in order to keep welfare fund budget committees currently informed and to assist them in gauging their allocations.

2. Analysis of welfare fund budgets and financial experience. This material is also issued annually, reviewing the allotments made by the individual welfare funds to their respective beneficiary organizations.

3. Information on budget practices of local welfare funds was compiled in a budget Work Book several years ago and is now being brought up to date.

4. Negotiations with national organizations regarding their needs, the possibilities of coordination of their programs by fields and the establishment of working relationships with welfare fund budget committees. This process of reviewing needs and establishing budgets has been manifest in the activities of the Council on National Jewish Agencies of Denver, the United Jewish Appeal and the General Jewish Council. A related phase is the Council working arrangement with the Social Service Department of the Vaad Leumi in Palestine for the channeling of information regarding old-line charitable and religious institutions and for the distribution of welfare fund appropriations.



5. Regional consideration of problems and needs of the national agencies, budget practices, etc. At many of the regional conferences resolutions were adopted, calling for an intensification of Council services with reference to national agencies, particularly in the preparation of more evaluative analyses.

This spring, two of the regions have taken further steps toward more adequate consideration of national agency requirements:

The Western States Regional Conference at Salt Lake City conducted a Budget Hearing to which were invited representatives of the agencies working in the overseas, civic-protective and tuberculosis fields. The resolution with which this memorandum opens was one of the immediate results of this Hearing.

The East Central Region has set up experimentally, a Budgetary Review Committee, made up of the budget chairmen of the five welfare funds in the region. For welfare funds in the region desiring this service, the Committee will analyze budgets submitted by welfare funds and will review the allocations.

At the Southeastern Regional Conference in Birmingham in April, a resolution was presented calling for a special budgeting conference, to be attended by presidents, executives and budget chairmen of the southeastern welfare funds. This task was turned over to a special committee and will presumably approximate the procedure used at Salt Lake.

6. Members of the Council field staff are frequently consulted by our member agencies, particularly in the smaller and middle-size cities and in new welfare funds, for specific advice on budgeting. They are asked (1) for information to round out the Council reports; (2) for information regarding experiences and practices in budgeting; and (3) for specific advice as to which agencies should be included and how much each should receive proportionately out of total funds available.

Our staff is instructed not to give direct answers as to agencies and amounts but to help our members with budgeting procedures and to help interpret our agency reports. Our statistical information shows wide variation in practices between communities and the use of the experience of other cities or of statistical averages as a basis for guidance to local budget committees is questionable.

In the larger and better equipped welfare funds, officers, executives boards and committees have been working to establish reasonable procedures for determining the needs of their beneficiary agencies, their costs and the extent of local responsibility. In some instances local budget committees invite national agency representatives to attend their meetings and discuss both procedures and allocations.

The pressures from our member agencies for such groupings as the UJA and the GJC are direct evidence of the same desire as is implied in the Western States Regional resolution. They hope that these combinations between agencies will succeed in setting up impartial tribunals for determining needs and for allocation of funds as between agencies working in the same field. Thus far, no actual budgeting process has been developed, even within the UJA which has had a longer period of experience, but the Distribution Committee and the fact-finding process contemplated in the 1940 agreement may operate in this direction.



Presuming that the trend towards cooperation between agencies in the same field of service is desirable and can be intensified, how far will such developments meet the basic questions implied in this resolution? At best, there will still be needed some process that may help to determine the relative needs of the agencies grouped in various fields of service.

#### National Budgeting Process

If the request made by the Western States Region is feasible, the Board will need to consider the various procedures that might be involved in a national budgeting process. Presumably the recommendations of such a committee would be of an advisory character and not binding upon any community, but it might develop tremendous influence in guiding local allocations. How shall a functional committee of this kind be organized by the Council? What should be the basis of membership?

Staff consideration indicates that the welfare funds need more intensified budget service on a national scale. Budgeting in social work has been best developed by Community Chests and Councils of Social Agencies, and to some extent these practices have been taken over by the welfare funds. However, the welfare funds are handicapped in budgeting, first, because of their remoteness from the place at which the beneficiary agencies work and second, because of the lack of an evaluative base for determining the needs of the agencies and a formula for determining the local community responsibility in size of allocation. These handicaps can only be overcome through a national service with the following scope and functions:

1. To determine the nature and extent of need in each field, including the limitation of the extent of national and local responsibility and the inventory of available resources for meeting some or all of the needs for which responsibility is assumed;
2. Evaluation of the scope, effectiveness, interrelationships and costs of each of the agencies in each field, related to fundamental philosophies and to the total needs and services in the several fields;
3. Developing a formula for allocating local responsibility.

To serve these functions, a national budgeting process will have to provide machinery along the following lines:

1. A fact-finding instrumentality. This can be built up around the present activities of the Council staff, but there is needed in addition expert consultation service in the respective fields, either as individuals (the Klein Study for example) or as commissions (the JDC experience);



2. A National Budget Review Committee. Should it include only welfare fund representatives or also spokesmen for the national agencies plus neutral agents? Such a Budget Committee will have to be responsible to some broader national body, possibly the Council Board or Regional Conferences or the Council Assembly;

3. A process for transmitting or disseminating findings thru reports to the welfare funds, consideration at regional meetings and General Assembly, field staff consultation, etc.

#### Next Steps Toward a National Budget Process

On the fact-finding side, the Council can continue to press for more evaluative material and more coordination in the overseas, the civic-protective and the tuberculosis fields, since in each of these there has already been a start in that direction. There remains the cultural field, including general activities, special Zionist agencies and the theological group, in each of which some exploratory process could be initiated. Beyond these there are a large number of miscellaneous national agencies which would have to be handled on an individual basis.

The Budget Review process initiated in the East Central region may succeed in developing criteria for local welfare funds. The staff is working with this project and its extension can come within the purview of a National Committee.

Similarly the Budget Hearing process, tried at the Western States Conference and proposed for the Southeastern Conference might be extended to the other regions as part of the process of disseminating present information and experience to the local welfare funds.

It is suggested that a special committee be appointed by the Board to study this request and make recommendations to the Board. The Committee should seek to determine whether the suggestion made by the Western Region is feasible and define the conditions under which a process of national budgeting could be established. It may be desirable for this committee to ask for full discussion of this project in other regions and devise some method whereby the opinions and attitudes of member agencies might be secured. It would be more practical to sound out such opinion not on the abstract request, but on one or more specific plans of procedure that might constitute the elements of a national budgeting process.



May 9, 1940

COUNCIL FINANCES

The financial problem facing the Council at this time can best be summarized as follows:

1. The budget for 1940 was estimated at \$116,260. The increases over 1939 were to include extension of field service equivalent to 2½ full time field workers. In view of our uncertain finances only one additional full time worker was engaged. If we hold our program to this basis without further extensions expenditures for the year will total approximately \$110,000.
2. Our member agencies pledged \$74,000 for 1939-1940 and remitted approximately \$64,000 in cash in 1939. We attempted to secure our complete budget from our membership this year and asked for increases approximating 40 percent over 1939 pledges. Thus far only 42 agencies have made definite commitments. These contributed \$24,265 in 1939 and have thus far pledged \$27,420 for 1940, an increase of 11.3 percent. Of the 42 agencies 21 made increases, 19 renewed at the 1939 level and in two special cases there were decreases. Eleven new agencies pledged \$735.00.
3. If these averages are extended to the entire list of agencies we can expect pledges amounting to \$65,000 for 1940-1941 and actual cash remittances of approximately \$77,000 in 1940.
4. Additional funds and increases needed to balance the Council budget for 1940 amount to \$28,600 on the basis of present operations and approximately \$35,000 if we are to carry out our program on the basis of the budget originally planned.
5. Our full 1940 budget theoretically would have involved a deficit of only \$7,500 if our 1940 income were equal to 1939. Our total cash receipts in 1939 amounted to \$108,910. Reduction in foundation grants accounts for the large anticipated deficit. Increases from member agencies at present rate will do little more than balance the expenditures for additional field service.
6. Our financial problem, therefore, is primarily securing additional funds to balance the reductions in income from foundations. We received \$33,850 from foundations for the year 1939. For 1940 only \$2,500 has thus far been pledged and received. Appeals to foundations have met with responses only from the Felix M. & Frieda Schiff Warburg Foundation to the amount of \$2,500. The New York Foundation has turned down our request for a grant and the application to the Rosenwald Family Association is still pending.
7. An additional unsecured item of income is the \$7,500 received in 1939 from the Joint Distribution Committee and the United Palestine Appeal in behalf of the New York Campaign. Our application to the New York United Jewish Appeal for \$15,000 was again referred back to the national agencies but we have renewed our request in view of recent action of the New York Campaign on the ORT which may be considered as a change in policy in relation to agencies not originally included within the United Jewish Appeal.



8. Our maximum expectancy from the Rosenwald Family Association and the New York United Jewish Appeal would still leave us with a deficit of between \$12,000 and \$15,000.

9. Except for the extension of field service in 1940 the expenditures of the Council have remained virtually stationary since 1936. Council expenditures amounted to \$98,643 in 1937, \$95,432 in 1938, and \$96,470 in 1939. During this four year period the area of service of the Council has been greatly augmented by large increases in the number of member agencies and in developing contacts with a number of new communities in various stages of organization, as yet outside Council membership. Member agencies increased from 95 in 79 cities on January 1st, 1937 to 186 agencies in 152 cities on May 15th, 1940. We have in effect doubled our areas of service on essentially the same budget.

10. The essential difficulties in securing membership contributions for the Council arises from the fact that in 1937 when our budget was substantially at our present level, our member agencies contributed only 35 percent of our total needs. In 1939 this had been advanced to 66 percent. Only a small part of our increase is derived from new member agencies since these are invariably in the smaller communities. Member agencies in large and medium-sized cities have been asked to increase their standards for membership contributions to the Council and there have been generous increases. What we are asking our member agencies, therefore, is to increase their average 1937 contributions approximately three times. Within the last four years we have approached this goal more than half way. Unless we can complete the process for 1940 and 1941 and reach complete self-support we are faced with serious immediate difficulties. As of May 16, 1940 the bank balance of funds available will amount to approximately \$9,500.



May 9, 1940

MINUTES

MEETING OF BOARD OF DIRECTORS  
(including newly elected members)

COUNCIL OF JEWISH FEDERATIONS AND WELFARE FUNDS

Detroit, January 28, 1940

PRESENT:

Presiding - William J. Shroder, Cincinnati

Arthur Brin, Minneapolis  
Fred M. Butzel, Detroit  
S. Mason Ehrman, Portland, Ore.  
A. Richard Frank, Chicago  
Samuel Goldhamer, Cleveland  
Joseph Goldstein, Rochester  
Mrs. Sieg. Herzog, Cleveland  
Sidney Hollander, Baltimore

Robert J. Koshland, San Francisco  
Joseph P. Loeb, Los Angeles  
Mrs. Irving Metzler, Los Angeles  
Henry Monsky, Omaha  
William Rosenwald, Greenwich  
Eugene Warner, Buffalo  
James L. White, Salt Lake City

Regional Chairman - Max L. Stolz, Syracuse

Guest - Reuben B. Resnik, Dallas

Staff - H. L. Lurie  
G. W. Rabinoff



1. OFFICERS

The election of Mr. Shroder as chairman of the Board of Directors of the Council for 1940 was MOVED, seconded and carried.

The appointment of Mr. Lurie as executive director and of Mr. Rabinoff as associate executive director was MOVED, seconded and carried.

Several members of the board took this opportunity to express their appreciation for the work of the staff.

2. COMMITTEE ON PUBLIC WELFARE MEASURES

MR. FRANK, chairman of the Committee on Public Welfare Measures, reported that the Committee is considering the question of broadening the old age provisions of the Social Security Act to include employees of non-profit agencies. He asked the approval of the board for the Committee proposal to circularize the Council member agencies in behalf of such legislation.

A MOTION approving the work of the Committee was made, seconded and carried.



### 3. GENERAL ASSEMBLY REPRESENTATION

MR. LURIE reported that some question had arisen at the formal business sessions of the General Assembly as to the basis of delegate representation. The matter, he said, may become important on some future occasion when delegates will wish to put a question to a vote. At preset, he said, each member agency of the Council is permitted at least two delegates and communities with two member agencies are allowed four delegates. The result is that some small city may be represented by four delegates while a city with a larger Jewish population may have only two or three. MR. SHRODER asserted that, since the matter was not one of immediate urgency, it should be referred to the next meeting of the board and in the meantime the staff should consider the matter to see if constitutional changes are required and make appropriate recommendations.

### 4. OVERSEAS AGENCIES

MR. ROSENWALD wished to explain his statement at the board meeting the previous day in regard to the inclusion of the Jewish Telegraphic Agency in the United Jewish Appeal. He said that he had suggested omitting the JTA from consideration at the moment merely for tactical reasons. He did not in any way intend to criticize the work of the JTA. He thought that it would be easier to consider inclusion of HIAS and the ORT, whose work is more closely related with the JDC than are the activities of the JTA.

MR. SHRODER pointed out that Mr. Hollander would have to make a report to the General Assembly the following day on the negotiations leading to the present UJA agreement. MR. HOLLANDER asserted that he would offer the recommendations of the Board, based on the desires expressed by local communities in regional conferences throughout the country, that the ORT and HIAS be included in the 1940 UJA. Considerable discussion followed on the exact phrasing of the resolution passed by the Board on the previous day urging a wider United Jewish Appeal. Several board members wished it emphasized that the Council was not urging inclusion of additional agencies regardless of the merits of the causes involved, but rather inclusion on a fair and reasonable budgetary basis.

MR. LURIE felt that the resolution should also carry an expression of sentiment urging communities to raise the maximum amount possible for the UJA this year, to dispel any sense of discouragement over campaign prospects in 1940. MR. SHRODER added that the Council had a definite obligation to encourage its constituent members to raise the largest possible sums. MR. MONSKY recommended that such a phrase be included in the resolution. MR. ROSENWALD suggested that the important points in the report on UJA negotiations submitted to the Board the previous day as well as the consensus of the Board's discussion be incorporated in the resolution. MR. SHRODER felt that the resolution would have to be brief and definite and that much of the material in the report and Board discussion could be distributed to member agencies through a special Council bulletin or in "Notes and News". MR. MAYER, as chairman of the Resolutions Committee, agreed to phrase the resolution in accordance with these recommendations.

MR. HOLLANDER asked the Board's views as to the manner in which he should handle the appointment of three representatives of the Council on the proposed Distribution Committee of the UJA. He thought that the Council might have a larger committee, such as the Committee of Ten which participated in the negotiations leading up to the UJA agreement, work out the Council's attitude on the matters to be considered by the Distribution Committee and then instruct the three Council representatives to present this point of view to the Distribution



**Committee.** He felt that a body larger than the group of three would be needed to ascertain the views of local welfare funds on these matters.

MR. KOSHLAND asked whether such a procedure might not hamper the work of the Distribution Committee by delaying the quick action essential in its work. MR. WARNER wanted to know whether such an arrangement would not violate the spirit of the UJA agreement which called for a group of three to represent the Council and not ten or fifteen. MR. SHRODER asserted that the procedure suggested by Mr. Hollander was wrong in principle. MR. MONSEY felt that the three persons appointed by the Council might avail themselves of any method they desired to obtain the consensus of other persons or of the welfare fund constituency which they represent. MR. SHRODER maintained that setting up a larger Council committee to advise the three Council representatives would be creating an outside group which would pass on the budgetary matters to be considered by the Distribution Committee. This, he believed, would be injecting into the situation an arrangement which had never been agreed upon. He thought that the Council should appoint its three members to the Distribution Committee which thenceforward would be a purely autonomous body to make its own decisions without outside interference. MR. ROSENWALD supported Mr. Hollander's suggestion on the ground that the purpose of the arrangement was to have the attitude of local communities raising funds for the UJA expressed in the Distribution Committee and a group of three persons might not be able to do this as well as the larger number of welfare fund leaders. MR. LOEB thought that the Distribution Committee was neither a committee of the Council nor even a committee on which the Council was represented, but rather a body which the JDC and the UPA had set up and in which they had agreed to include three persons named by the Council. MESSRS. SHRODER, HOLLANDER AND MAYER disagreed with this view and stated that the Distribution Committee was a body in which the Council was clearly represented.

MR. FRANK said he realized that the Council's representatives would like to get the "pulse of the country" on this matter but that since the Council had been invited to appoint three people only, it would be advisable for the first year to see how the arrangement worked with three. He thought it would be unwise to complicate the matter by trying to work out different arrangements at this time. MR. GOLDHAMER wanted to know why the Council representatives could not confer with any Board members as to their attitude on any particular question which may arise. MR. HOLLANDER asked whether he would have the authority to invite a dozen members of the Board to discuss the situation with the three Council representatives before the Distribution Committee went into the actual allocation process. MR. SHRODER felt such a procedure would be wrong.

The Board finally AGREED to authorize the president to take such steps and make such appointments as will enable the Council to carry through its part in the organization of the Distribution Committee of the UJA whenever such a committee was set up.

The resolution on the UJA, prepared by the Resolutions Committee headed by Mr. Mayer follows:

WHEREAS a United Jewish Appeal for 1940 has been established incorporating some of the major suggestions that the Council of Jewish Federations and Welfare Funds and its member agencies have made for the continuation and growth of methods of central fund raising for overseas and refugee needs.



THEREAS we endorse as a progressive step the bringing of the Council and its welfare fund member agencies into closer association with the administrative forces of the overseas and refugee agencies through the proposed Budget Committee which will include representatives of the Council from welfare fund cities,

THEREAS we approve the decision to establish a properly financed, adequate and continuing service of auditing and evaluating of expenditures and program,

THEREAS the Council continues to urge that the United Jewish Appeal and such instruments as it may establish shall continue actively in the direction of working out satisfactory cooperative relationships with other functioning and fund-raising bodies operating in the areas of need covered by the major overseas, refugee and Palestinian agencies,

THEREAS the continued havoc and distress of the War and the increase in area of need compel us to strain our energies and resources to the utmost, therefore

BE IT RESOLVED that the General Assembly of the Council records its approval of the agreement made for 1940 and

BE IT FURTHER RESOLVED that the Council of Jewish Federations and Welfare Funds in its General Assembly advises and urges all the member welfare funds and all other fund-raising groups participating in united campaigns to exert their fullest strength and influence to achieve the maximum fund raising results in behalf of the overseas, refugee and Palestinian agencies that are now or may, during the campaign, be included within the scope of the United Jewish Appeal, as well as in behalf of such other agencies as have by their record and performance merited and received support from American Jewish communities.

##### 5. GENERAL JEWISH COUNCIL

MR. LURIE asked the Board what statement it wished to make to the General Assembly or to the Council's member agencies on the resolutions adopted by the General Jewish Council in regard to its future activity, and read to the General Assembly earlier that evening by Mr. Monsky. MR. SHRODER felt that since this resolution had not yet been given any general publicity, it should be distributed to member agencies of the Council. MR. HOLLANDER pointed out that the general session of the Assembly on this subject had indicated a strong feeling that the new program of the GJC should be carried into practice as quickly as possible. MR. MONSKY thought that Mr. Lurie could prepare a resolution expressing this view. MR. BRIN commented that although Mr. Monsky may be expected to bring back to the GJC a report of the discussion of the subject at the general session, the feeling of communities as expressed at that meeting should also form part of the Council statement. MR. HOLLANDER asserted that the communities should be advised immediately of the actual situation in the GJC to avoid any misunderstanding.

MR. SHRODER remarked that much of the difficulty in this field developed when the GJC sent letters to local communities, asking them to set up local agencies patterned after the GJC, when the latter body had not yet created



any machinery to serve the communities. Another difficulty was that the communities which had established community councils had already included defense programs among their activities.

MR. MONSKY asserted that real progress was being made in the coordination of the work of the national civic-protective agencies. He said that any resolution on the subject might be submitted to the Board in a referendum by mail and then sent out to member agencies as the viewpoint of the Board of Directors. MR. SHRODER suggested that the Council staff draft the statement and distribute it to members of the Board for approval, with the understanding that if no objections were made within a few days, the Council would issue the statement to its member agencies.

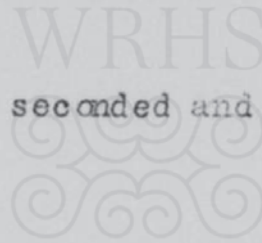
This procedure was APPROVED.

#### 6. COUNCIL COMMITTEES

There was some discussion as to the committee structure of the Council which was considered not actually satisfactory at present.

MR. LOEB MOVED that a committee of five be appointed by the president to study the committee structure of the Council with power to organize the Council committees which will function in 1940.

The MOTION was seconded and carried.





SIDNEY HOLLANDER  
2419 GREENMOUNT AVE.  
BALTIMORE

June 6, 1940

Rabbi Abba Hillel Silver  
The Temple  
E. 115 Street at Ansel Road  
Cleveland, Ohio

Dear Rabbi Silver:

Members of the Board of Directors who were present at Pittsburgh on May 18th considered the critical financial needs of the COUNCIL for 1940 and agreed to raise increased funds from their own cities. Though you were not able to be present, I hope that you, too, will be willing to give a hand along the lines suggested.

Never in the life of the COUNCIL has it been as important to its members as now. In view of the chaotic conditions abroad, the Jewish communities are demanding that the programs of all the agencies be studied both in relation to comparative needs and to the possibility of effective service. The COUNCIL has long stressed the need of such evaluation examinations, and is participating in a plan to make them possible in collaboration with the agencies concerned.

The financial problem of the COUNCIL, in essence, is to obtain increasing support from our member agencies to make up for the shrinkage caused by the withdrawal of "Foundation" support. This support, largely secured from foundations in New York City, made possible the development of the COUNCIL's program. These grants were to be provided for a period sufficient to enable the COUNCIL to build up adequate support from its member agencies. The COUNCIL was established to serve the local communities, and unless they are willing to support the COUNCIL, it cannot continue.

On any fair basis, New York City should assume not less than one third the total the COUNCIL needs. In most cities, support comes either from the local Welfare Funds or from Federations, or both. Unfortunately, New York City has not yet developed a Welfare Fund. It does contribute through Federation, but that is not sufficient to cover



Rabbi Abba Hillel Silver  
The Temple  
Cleveland, Ohio

its full responsibility. The rest must be obtained either from individuals or from contributions from the national agencies - the J.D.C. and the U.P.A. - on behalf of New York. It has been difficult to persuade these agencies of the propriety of making grants from funds intended for overseas needs to fill the gap created by the absence of a local welfare fund. That's been our problem right along, and until we solve it, the continued existence of the COUNCIL is at stake, and its ability to maintain services seriously jeopardized.

The total budget of the COUNCIL is \$116,000, of which communities outside New York should properly assume \$75,000 to \$80,000. Toward this amount we have pledges and renewals from member agencies of approximately \$63,000. To maintain our program, we must secure at least \$20,000 additional in New York and about \$15,000 from the rest of our member agencies. This is not a very large amount, and it can be raised if the members of the Board follow the procedure recommended at Pittsburgh. Here are two alternative methods that can be considered by Cleveland:

1. To allocate a sum equal to our original request or beyond it. We have asked the Welfare Fund for \$3,500 and they have pledged \$3,000. If you can persuade your local fund to vote the increase necessary to reach this amount this will complete your responsibility.

2. If it is not going to be feasible for your city to increase its appropriation until 1941, the alternate suggestion is that you try to obtain the difference from individual contributions for this one year. It was the feeling of the Directors that such contributions might be secured from a limited group and would not be considered as a separate campaign for funds.

I need your help, too, in securing pledges from other cities in your region having welfare funds to meet the quotas that have been assigned them.

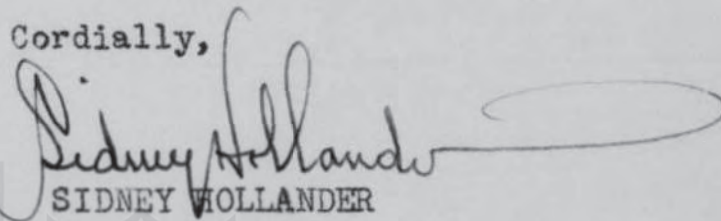


Rabbi Abba Hillel Silver  
Cleveland, Ohio

Your Regional Finance Chairman is  
Mr. Edwin J. Schanfarber, whom you know quite well of course,  
and I am writing him today asking that he cooperate with you  
to secure the additional welfare fund allocations, or the  
substitute individual contributions in their stead.

I am also writing to Mr. Samuel Goldhamer  
and Mrs. Sieg Herzog of your city who are members of our  
Board, urging them to cooperate with you in your efforts.

Cordially,



SIDNEY HOLLANDER  
President





SIDNEY HOLLANDER  
2419 GREENMOUNT AVE.  
BALTIMORE

June  
12th  
1940

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

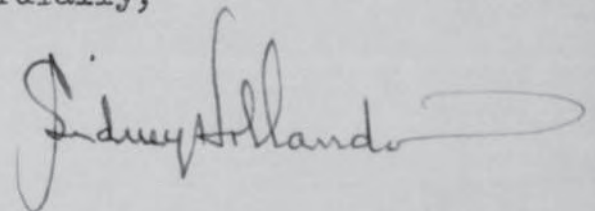
Dear Rabbi Silver:

Just a line to advise  
you that I sent invitations today to the first  
three chosen for the Distribution Committee.  
The changes you suggested were all incorporated.

As soon as the responses  
are received I'll notify you at once. Should  
any of the three decline, I'll send invitations  
to the next in line, and keep this up until three  
acceptances are obtained.

All good wishes!

Cordially,

A handwritten signature in cursive script, reading "Sidney Hollander", with a long horizontal flourish extending to the right.

SH:SS



SIDNEY HOLLANDER  
2419 GREENMOUNT AVE.  
BALTIMORE

June  
20th  
1940

Rabbi Abba Hillel Silver,  
E. 105 St at Ansel Road,  
Cleveland, Ohio.

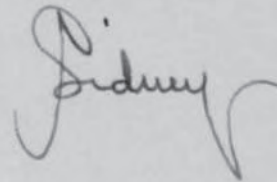
Dear Rabbi Silver:

David Watchmaker of Boston has also accepted service on the Distribution Committee. Now we only need one more to get started.

I also had a letter from Robert Koshland of San Francisco declining service because of the pressure of other matters, but I'm "air-mailing" him to urge that he reconsider because of the importance of this assignment.

I should have an answer by Monday, and if he again declines, I'll go after the next in line.

All good wishes!



SH:SS