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Jewish Community Federation of Cleveland, Public Welfare  
Committee, correspondence, memoranda, and minutes,  
1963-1965.



# THE JEWISH COMMUNITY FEDERATION OF CLEVELAND

1001 HURON ROAD • CLEVELAND 15, OHIO • TOWER 1-4360

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April 24, 1963

## M E M O R A N D U M

TO : THE EXECUTIVE COMMITTEE  
JEWISH COMMUNITY FEDERATION OF CLEVELAND

RE : PROPOSAL TO ESTABLISH A COMMITTEE ON PUBLIC WELFARE

Several months ago the Social Agency Committee recommended that "the Jewish Community Federation establish a Committee on Public Welfare to work toward better public welfare standards for all citizens in need of assistance. This Committee should work closely with the Welfare Federation of Cleveland and other groups..." The Community Relations Committee subsequently joined in urging approval of this suggestion. The Council of Jewish Federations and Welfare Funds and more than thirty local Jewish federations already have public welfare committees.

Protestant and Catholic groups have been active in this field. The National Council of Churches of Christ has maintained a vigorous Department of Social Action for many years. The National Catholic Welfare Conference has been very active, particularly in the health and welfare fields. The Catholic Diocese locally, the Cleveland Church Federation, and other church groups sponsor active programs in the fields of legislation and social action.

The National Social Work Assembly states that "No social welfare agency, whatever its immediate responsibility, can do its own job well unless it does so within the framework of sound governmental welfare policy." The Assembly points out that as our society grows in complexity, government help is required to meet welfare needs beyond the capacity of voluntary agencies. When government fails to meet its responsibility properly, people suffer and the work of voluntary agencies suffers.

This observation applies forcefully in Ohio. Ohio is one of the richest states in the country, and Cuyahoga County one of the richest communities. Nevertheless, our public welfare programs have deteriorated so badly that we rate close to the bottom in the quality of these programs. Tens of thousands of people in this community suffer thereby. Voluntary agencies have a special burden thrust upon them.

The Welfare Federation of Cleveland has been the central focal point for organizing community opinion and community action with respect to public welfare issues. It has had a Legislative Committee for many years, and recently has established a Commission on Social Welfare Policy to deal with major community welfare issues. The following is taken from a policy statement: "It is desirable that The Welfare

Federation interest itself in matters of legislation and public issues in the health and welfare field and take positive action on matters of appropriate concern to it. This includes pending and proposed legislation or ballot issues under consideration or subject to consideration by local, state, and national legislative bodies or by the executive officers of governmental agencies."

The Jewish Community Federation has worked closely with the Welfare Federation, and has also taken action directly in the public welfare field. The question arises whether it is desirable now for the Jewish Community Federation to organize a Committee on Public Welfare to take a more direct role and possibly a broader role in this field. The following arguments favor an affirmative reply:

- 1) Jewish tradition has always been concerned with human needs and with society's response to these needs. The Jewish community, which plays so vital a leadership role in the health and welfare endeavor, should participate in the efforts to strengthen the public welfare enterprise. An informed Jewish community can be of invaluable assistance in this respect. Education and involvement of Jewish community leaders should be a primary community responsibility. The absence of the Jewish community, on the other hand, is noted by Catholic and Protestant groups who are organized to express themselves.
- 2) The Jewish Community Federation can have greater influence on public welfare issues if it is organized to work directly in this field. Many persons who are devoted to the Federation and to the Jewish community are influential in government. The mobilization of these leaders in a Committee on Public Welfare offers the organizational structure to bring about increased Jewish community influence with respect to crucial public issues.
- 3) Committees and agencies of the Federation and individual members of the community need a central focal point to which to refer their concerns and to think out the Jewish community's position on public issues. A current example: The Jewish Family Service Association and other agencies are concerned about the recent cut in public welfare standards and especially about the position of Governor Rhodes with respect to public welfare issues. Public welfare grants are unbelievably low, and standards of administration are very bad and rapidly deteriorating. Federation owes a responsibility to the public and to its own agencies to inform the Jewish community of the serious nature of this problem, as well as to work with the Cleveland Welfare Federation toward a community solution.

A second example: The CJFWF recently asked each of the local federations to consider proposed changes in the federal tax laws affecting deductibility of gifts to philanthropic institutions. A Committee on Public Welfare could have considered the desirability of the CJFWF's proposals and recommended practical steps to bring Federation's thinking to appropriate public officials.

- 4) There are issues which directly affect the work of our Federation and which may have a somewhat different effect upon the work of the Welfare Federation. Example: Federation is greatly concerned with discrimination in all forms. It had taken a stand on fair housing legislation. It is more active in working for fair housing than the Welfare Federation.

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Re: Proposal to establish a Committee on Public Welfare

5) Federation already is involved in matters of legislation and social action, and it would be helpful if all such matters were pursued through a central committee. A policy statement adopted in 1952 states: "The Federation has a positive interest in legislation and social action in the field of health, welfare, education, and community relations. The more direct the effect of the legislation on these fields of primary interest, the greater the responsibility of the Federation to take a position with relation to them." Since this policy statement was adopted, Federation has adopted positions on eight matters within the health, welfare, and community relations field. In addition it periodically approves and supports the County Welfare Levy.

If the Federation organizes a Committee on Public Welfare, it would be important to keep in mind certain limitations:

Commitment of agency time to this field should be carefully delimited. The field of public welfare is very broad and there is a temptation to become involved in many issues. It would be important for the Committee on Public Welfare to guide Federation program, to make certain that only the most crucial issues and those of maximum concern to the Jewish community are selected for action.

Our Federation is conscious of the fact that its role in the field of legislation and social action must be restricted in order not to risk the forfeiture of the tax deductibility of gifts made to it. Federation's legal counsel has submitted a formal opinion on this subject, which is attached to this memorandum.

Finally, some public issues could lead to controversy and divisiveness within the Jewish community. Our policy statement stresses the need for discretion on the part of lay and professional representatives of Federation. This caution has been carefully observed in the past. Legislative positions have been adopted infrequently and only on matters of significance, where there has been overwhelming lay support. Once adopted, the consequent activity has been undertaken with a maximum stress on educational activity.

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The staff of the Federation believes that a new Committee on Public Welfare would be a highly desirable development in Federation. It would enable Federation to enlist the interest of community leaders who are particularly qualified in this field. It would put within one framework all Federation interest in this field so that there could be greater coordination of effort. It would provide a visibility and a vehicle to enable Federation to muster its full resources and play its proper role in what is almost certain to be an increasingly important aspect of Jewish and general community concern.

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## "THE INVISIBLE AMERICANS"

By

HARRY T. SEALY  
Vice President--Operations  
The Cleveland Electric Illuminating Company

Speech Delivered at THE COMMUNITY FORUM

Hotel Manger  
Tuesday, May 28, 1963

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Approximately 40 million Americans today are invisible.

They are America's poor, the people you and I, as welfare workers, are directly concerned with.

They are invisible simply because urban growth, change and progress has blocked them out of sight. Let me explain:

Back in the 1930's everyone understood the meaning of public welfare.

You couldn't escape understanding because chances were that your next-door neighbor, someone down the block, or someone related to you was receiving some kind of aid. "One-third of a nation," Franklin Roosevelt said at that time, was "ill-housed, ill-clad, ill-nourished." He was wrong. Many more than that lived below the poverty line. And this was a thing you could see with your own eyes -- in the bread lines, the job-hunting lines, in the slums and depressed areas, in the faces of people without work. Americans shared a period of intense economic distress in those depression years. Many of them survived only because of the welfare programs, agencies and social workers who brought them through. Welfare was a word everyone understood because almost everyone, somehow, was involved in it.

Today, among the majority of Americans, the word is little understood. We have lost our sense of personal association with it. We are not directly involved except through our pocketbooks. Public welfare, for the most part, is a thing that pertains to other people, not ourselves.

The reason for this public unawareness is very simple. We don't see things in their true light anymore. Poverty, wretchedness and human failure are, for most of us, physically out of sight today and there are reasons.

The first is that, as a percentage of total population, there are less poor people today. They have dwindled from a majority of the population in 1936 to an estimated one-fourth today. When the poor were a majority, they could not be overlooked; as a minority they are.

Prosperity is contributing to the invisibility of the poor. Despite the amount of unemployment in the U.S., we are living in a time of incredible prosperity. Everything reflects this -- from the smart new skylines of our cities, to our expanding industrial complex, to the fantastic spread of new towns and suburbs across the land. This prosperity is so bright and so obvious it obscures, if not completely hides, the problems pertaining to welfare.

Urban renewal helps make one-fourth of our population invisible. For all its promise, it tends to project a false sense of security. It provides an illusion -- which the public welcomes -- that slum problems are being bulldozed away along with the slums. Whereas in reality, both slums and problems are merely being moved somewhere else.

Another factor tending to make the poor invisible is our modern traffic and transportation pattern. This tends to insulate the general public against unpleasant sights. In the past, we were never really far from the neighborhoods just across the tracks -- in fact, we were often required to pass through them to go somewhere else. Today our freeways, throughways and cloverleafs whisk us past the ugliness of some parts of the world in which we live. Living in the suburbs, it is easy for us to believe that the poor are no longer with us.

Between 40 and 50 million of them -- one American out of every four -- existing in pockets of poverty in every major community in the United States. "Pockets of incredible poverty in an era of incredible prosperity." This is a ten-word summary of public welfare in the United States today. What has brought it about? What can volunteer and public welfare groups do about it? What can you and I as individuals do about it? Let's explore these questions.

First -- why? What has produced the environment in which welfare leaders, both lay and professional, must operate today?

The answer is simple: Change.

Technical change, scientific change, political, economic, social and moral change. Changes of many varieties, so profound and complex, they are unprecedented in human history. Let us examine some of those that directly affect welfare philosophy and practice.

- (1) First, there is the basic change in our economy -- a shift from rural to urban economy. This has been a trend for over 100 years, accelerated since the 1920's, greatly accelerated since the 1940's. Today we're an urban centered, urban oriented nation. Less than 12% of our people live on farms. And improvements in agricultural technology are steadily eliminating more farm jobs. In the next ten years, it has been estimated, some eight million such jobs will have disappeared. The result of this is the crowding of more and more agricultural workers into cities -- and a consequent impact on the character of urban social and health problems.

- (2) Coupled with this is the changing character of employment. Few persons enjoy economic freedom of action today. The majority of people work for someone else. They are absorbed in industries over which they have little or no control. The demand for skilled jobs is great; competition is keen; higher standards of skill are required each year; jobs are becoming more specialized. As a result, more and more of our population face varying periods of unemployment and permanent dependence. Automation is further complicating the picture -- and to the extent that it dislocates and creates job insecurity, it becomes part of the total picture that welfare groups are concerned with. As Edgar May said last week at the National Conference on Social Welfare here in Cleveland, these de-skilled Americans are, in effect, displaced persons in their own native land. We owe them the opportunity to regain their rightful place in society.
- (3) A third major element of change involves the character of our population. Its a shifting one. Farm people move to the city, Negroes move north from the south, southern mountain people settle in northern industrial centers. There is also movement within the framework of industry itself; people are no longer looking for work in their home town, or the nearby city. They go where jobs exist. Altogether, this mobile, shifting population creates a wealth of social problems in its wake. The character of our population is also changing in another respect. People are living longer today. Our elderly population is growing steadily larger; our youth population has already outstripped the rate of national growth. These factors set up inevitable social problems.
- (4) When we look at the city, the characteristic element of our present-day civilization, we find that our entire concept of "city" is changing. No longer is it a place with clear-cut boundary lines. It nudges up against communities which were once distant suburbs. Sometimes it engulfs them; other times it is blocked. The city has changed from a single geographical unit to a metropolitan area of many geographical units. And these metros, large as they are, are only transitional states. Coming in the not-too-distant future is the megalopolis, a gigantic complex of metros that may stretch for hundreds of miles.
- (5) A product of urban growth is the increased tempo of physical change. America's cities are competing hard for new business and industry. This means creating attractive environments. This in turn means urban renewal. And this, as we all know, involves the problems of the Inner City.

Inner cities are by-products of urban growth. As people move outward, they leave behind the old neighborhoods. And in time, these neighborhoods become the problem areas -- the areas where low-income families are forced to live, where racial ghettos build up, where educational facilities fail under the demands placed upon them, where the highest rate of juvenile delinquency occurs. It is in these areas where the bulk of housing, health and welfare problems occur.

These, altogether, are some of the major elements of change which have produced the environment in which public welfare must function today.

And that environment itself has changed. The character of poverty in the United States has undergone profound alterations.

For generations, poverty was associated with the immigrant groups who came here with dreams in their hearts and next to nothing in their pockets. They were America's poor. The words "slum" and "ghetto" began with them. They had hard going all the way, but most of them made it and many of us are here today because they did. These people were fortunate in one respect, however; they had a dream. America was a place where anything good could happen if you worked for it. And they worked. To better yourself and get ahead was the driving force behind the old immigrants. In their poverty there was always hope.

Today this character of poverty has changed. Poverty is not associated with nationality groups, but with racial groups and migrants. And among these people there is no all-pervading driving force to get ahead comparable to that of the immigrants. America, too many of them, is not a land of opportunity, but a place of defeat. They are born and raised in the inner city slums. Or they migrate to the cities where there is no place for them to go but the inner city slums. And once there, they are likely to stay. Discrimination keeps them there. Nor can they hope that things will be better because they have been promised too much and been disappointed too often in the past. They have no dream to cling to. And without a dream, a slum is difficult to rise from. And this is precisely the character of urban poverty today: No dream, no motivation. One of the great challenges we in welfare work face, is to prove to these people that America is a land of equality and opportunity.

One of the sad effects of this, according to a University of Michigan survey, is that children born into poor families today have less chance of improving themselves than the children of the pre-1940 poor. Over one-third of the children of the poor don't go beyond the eight grade and will probably perpetuate the poverty they have inherited.

Because of its changed character, and unless action is taken, mass poverty is likely to continue for a long time in this country. The more its reduced, the harder it is to keep on reducing it. For, more and more, those remaining on welfare rolls or who are frequently on and off, are those who have come to accept poverty and welfare aid as their destiny. This new minority mass-poverty of the sixties, so much more hopeless and isolated than the majority poverty of the thirties, shows signs, in the opinion of many authorities, of becoming chronic.

This is the problem and the challenge faced by you and me in our particular fields of welfare activity. America's 40 million poor -- those requiring health and welfare support -- are largely invisible today. Their problems are not widely understood, the general public is, for the most part, unaware of them. But we're aware. It's our business to be aware. And as such, we're the people who are going to solve these problems, and create a positive basis for hope.

So -- knowing what we do -- let's take a look ahead. What are some of the directions welfare administration can take that suggest strength and promise?

Let me cite four of them -- and as I do, please remember that this is only one person's viewpoint -- that of a private citizen and business man, not a professional welfare administrator. The four directions, as I see them, include: long-range planning, consolidation, prevention, and social research.

Long-range planning, I believe, must be undertaken in the field of health and welfare. Our rapidly changing social environment must have a plan, or plans, to cope with it. Master social plans for communities must be developed which parallel the master physical plans of urban renewal -- and these must be projected five, ten and more years beyond tomorrow. This is not to imply we in welfare work are not planning now. Far from it. We do plan. We have solid experience in it. But this planning, for the most part, is toward immediate objectives. Too much of our time is spent in stamping out brush fires instead of preventing them. Long-range planning will enable us to approach the ideal of prevention.

The kind of planning I am talking about would include realistic forecasting of public assistance loads and needs, realistic resource development and plans for control of dependency.

Successful businesses do long-range planning -- those that don't, won't survive.

A second positive direction welfare administration can take today is toward consolidation -- elimination of duplication and overlap. In Ohio, as most of you know, the situation goes something like this:

There are eight different tax-supported welfare programs operating in each of the 88 counties in the state. Upon these programs about 400,000 persons are dependent in whole or part for their necessities of life. To complicate matters, no two of these eight programs are financed in the same manner. As a further complication, more than 400 offices are engaged in providing these services.

In Ohio, welfare administration as a whole is unwieldy, and split up by a maze of conflicting responsibilities -- in short, it's a mess! This is understandable, for welfare services in Ohio did not come about all at once and according to a well-conceived master plan; like Topsy, they just grew. Ohio's legislature, almost from the beginning of statehood, recognized the state's responsibility to its needy. And down through the years it enacted laws providing for the care of special groups -- generally in response to public concern and opinion. The result was a steady growth of a multitude of welfare programs. Not until comparatively recent times was attention given to gearing new programs with old ones.

A long and intensive study was made of this problem by the Ohio Citizens Council and the result was a program of organization and action incorporated in the Omnibus Public Welfare Bill -- H.B. 855.

The bill, is designed to do three things: First, to consolidate tax-supported welfare activities in one agency at the county level; second, to provide a uniform method of financing federally-aided public assistance programs, plus more equitable improved financing for poor relief; third, to provide for ADC-U, work projects, job training, rehabilitation, dependency prevention and other advantageous features authorized by recent amendments to the federal Social Security Act.

I'm not going to discuss HB-855 in detail. I'm sure its various aspects will come up in the workshop sessions. The important thing is that it represents the best thinking of a large citizen's group, on how to do its welfare job more efficiently and effectively. Consolidation and streamlining of operations is a must. It is not merely the sensible, businesslike approach -- its the only approach which will allow us to do the job we should, both for the people we are trying to help and for the taxpayer.

Prevention is a third major direction welfare can take, one that is also covered in H.B. 855. We don't want to merely treat social poverty, we want to prevent it. We want to get as many persons as possible off the welfare rolls. And this can be done, we believe, through training of persons who are on welfare because of lack of skills, re-training those whose skills are no longer in demand, rehabilitation aimed at self-help and self-care, and more timely and effective use of social services.

I understand that H.B. 855 will be referred to the Legislative Services Commission along with several other bills. There has been some speculation that there may be a special session of the Legislature this Fall. If this comes to pass, we hope that H.B. 855 will be given additional consideration. The introduction of this bill into the Legislature this year has served a purpose and gives us a launching pad for the future. All of us should keep working on the provisions of this Bill to get as many of them as possible enacted, if not this year, certainly in 1965.

And in working toward these goals, I think the fact is worth underlining that inherent in H.B. 855 is the principle of coordination of public and voluntary services and utilization of voluntary agencies by government when appropriate. The days are behind us when we can discuss welfare's voluntary and public sectors in terms of "we" and "they.". These problems concern all of us. For solution, they require creative resources of both public and private agencies. And they will be solved only if those agencies that is, if we -- work together.

A fourth direction which, I believe, holds great promise for the future of welfare involves social research. In American business and industry, Research and Development -- is a prime requisite for growth. Over the years R & D expenditures have been growing steadily in relation to Gross National Product. In the year 1953-54, for example, U.S. research and development expenditures amounted to somewhat over five billion dollars. Preliminary figures for 1961-62, however, show that investment in reasearch and development has climbed to more than \$14-1/2 billion increase of 2-1/2 times. Research is a vital factor in business and industry. It must become equally important in public welfare.

We do some research in health and welfare but we don't do nearly enough. And if we're looking for excuses why we don't, they're easy to find. We don't have the money to spend, and we don't have the help. These are facts of life. But in the future we're going to have to try not to use these facts of life as an excuse, but instead push beyond them in an effort to achieve more knowledge about social problems we deal with. Social research is to welfare what laboratory research is to medicine. Without the one, you can't make gains in the other.

In terms of an example -- most of you know about Cleveland's Hough area -- some of you know it first hand. It's a classic example of a racial and social ghetto.. Hough has 9 per cent of the community's population and one-fourth its health, welfare, and education problems. Poverty, substandard housing, overcrowding, poor health and sanitation facilities, racial discrimination and antagonism, crime and juvenile delinquency -- these are the familiar chapters. Hough is an area that needs intensive social research and demonstration of new methods. And such a research project is now planned. Its called "Community Action for Youth." Its objective is the prevention and control of juvenile delinquency in the Hough area through positive youth development.

The study is both philosophical and practical. Its preventive in that it aims to head off problems before they arise; its remedial in that it takes cognizance of problems that already exist; its demonstrative in that it seeks to show people that ways do exist of improving themselves and their social conditions and it will be a demonstration of new working relationships for community institutions.

Looking back for a moment ---

- We have talked about America's 40 million invisible poor,
- Why they are invisible,
- And how the changing character of people, institutions and the economy has brought this about.

We have examined the character of poverty and welfare measures today.

We have explored four directions welfare administration can take to cope with the problems before it -- namely, long-range planning, consolidation, prevention and social research.

This is what welfare groups -- volunteer and public can do.

What can we do -- as individuals, as members of these groups?

I think we can begin by taking a look at ourselves. Welfare administration, particularly the voluntary sort, is and always has been a gentleman's avocation. People who are tapped for this work, or who offer their experience and services to it, are generally from social, intellectual and income levels well above the average. They are, by nature, not inclined to brawl, nor to take unpopular positions on things. Rather they tend to work through reason, thoughtful discussion and compromise. Controversy is preferably avoided. Playing it safe is often the desirable strategy when key community issues come up.

I think all of us, to some degree, fall in this category. We want to attain our objectives, but we want to do so in an atmosphere of friendliness with everyone. And while this is laudable, in many cases it just can't be done. Social problems arise from social change. And the solving of problems of any kind is inseparable from controversy. Like it or not, we sometimes have to face up to unpleasantness.



Two weeks ago, before Gordon Cooper took off on his long space flight, his fellow astronauts presented him with a small ballpeen hammer. In case any instrument went wrong, they told him jokingly, he should use the hammer to tap on it and make it right. After the flight was over Cooper was asked: "How did you feel when that green light came on?" And he said, "I wanted to tap it with that hammer and wish it away." But he knew it wouldn't go away of itself. And because it wouldn't, Gordon Cooper had to take over the manual controls and bring his ship down himself.

Likewise in welfare activities, we can't use a ballpeen hammer to tap our problems and wish them away. We must face them and accept controversy as part of the problem of facing them. We must, in fact, be willing to take a stand on issues -- most particularly on those issues where it would be far more comfortable to slip quietly into the background. We have done this in Cleveland on a number of occasions. There have been controversial housing problems involving racial discrimination, a recent relief problem involving City versus County responsibility, a problem which has indirect bearing on Public Assistance, a recent city operating levy issue. These we could have ducked or refused to take a stand on. But many of the groups represented here didn't. And this, I believe, points the way we must take in the future. If it means getting out of the grandstand and into the arena of practical politics to achieve our goals, then we must do so. It's not enough to be nice -- to be the do-gooders we're so often accused of being -- we've got to -- when the occasion demands -- get ourselves mussed up for the things in which we believe.

And we are in one of these situations again today.

Last fall, our community was faced with a general relief crisis. It involved money and inter-governmental relations. It involved, also, the question of relief standards. Between the action of the County and City, administration of general relief was continued under the County Welfare Department and further reduction of relief grants was forestalled. Our community was pretty articulate about this problem. Our local officials deserve credit for resolving it.

In doing so, they were counting on a longer term answer -- the passage of ADCU legislation by the State legislature. This would have made it possible to transfer unemployed parents who are on general relief to ADC, and thus enable our State to have Federal funds available for this category of people. We also counted on continuance of the present level of State participation in the financing of general relief. Unfortunately the State legislature has taken no action on ADCU legislation.

Here is the dilemma. Each governmental level attempts to fit the problem to the money available. When money is short, we tinker with eligibility criteria. But this doesn't solve the problem of people in need. This is the ballpeen hammer approach. It won't work. We have to start with the problems of people and then find the ways and means to solve them.

Much of the resolution on public assistance problems must be found at the State level, and we must press for leadership there. Your voice of concern can sharpen the concern of State leaders.

In conclusion, let me say this.

There are, in America today, some 40 million invisible Americans -- invisible because they happen to be America's poor, living in an age of unparalleled prosperity. There are some 164 thousand of these invisible Americans here in Cuyahoga County, of whom 67,000 received some form of Public Assistance in February this year.

They are out of sight and -- to the majority of Clevelanders -- out of mind.

Which presents something of a problem -- because if there is one thing that must never be allowed to recede far from public consciousness, it's the state of its poor and underprivileged citizens. Not merely for humane reasons -- although these reasons are important enough -- but for hard dollar reasons which affect everyone. The fact is that mounting, unresolved welfare problems have a direct bearing on the economic health of the entire community. The fact is that such problems lessen a community's attractiveness to potential new business and industry. The fact is that such problems directly affect the individual taxpayer.

And if these problems are increasingly out of sight and out of mind -- how are the citizens of a community going to solve them?

The answer is that the majority of citizens won't. A minority will. And this minority is the volunteers and professionals, the paid and unpaid workers who are dedicated to the concept of welfare. We are the people close to the problem, we are the people most aware of its tremendous complexity. And because of this, we are the people who must do the job for which no one else can be responsible.

The challenge is great.

It faces welfare administrators all across the country.

And on how we meet it rests the future of some 40 million invisible Americans.



[June 3, 1963]

## THE JEWISH COMMUNITY FEDERATION OF CLEVELAND

1001 HURON ROAD • CLEVELAND 15, OHIO • TOWER 1-4360

*President* M. E. GLASS      *Vice-Presidents* EMIL M. ELDER      MAURICE SALTZMAN      WILLIAM C. TREUHART  
*Treasurer* LEONARD RATHER      *Associate Treasurer* ALEX MILLER      *Executive Director* HENRY L. ZUCKER

Rabbi Daniel J Silver  
The Temple  
University Circle at Silver Park  
Cleveland 6, Ohio

Dear Rabbi:

At its meeting last week the Board of Trustees of Federation took what many of us feel is a historic step - approval of a recommendation by our Social Agency Committee and our Community Relations Committee that Federation establish for the first time a Committee on Public Welfare.

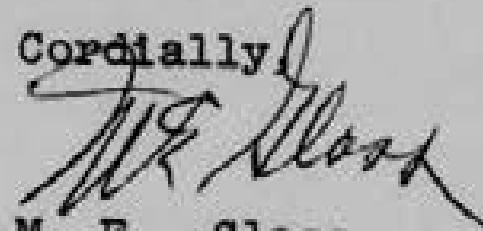
This new committee, which I am delighted to announce will have Irving Kane as chairman, will be composed of 25 outstanding community leaders who will be responsible for Federation concern and policy in the area of public health and welfare. Specifically, like Jewish communities throughout the country, our Federation has become increasingly concerned with public standards for supporting a decent level of health and welfare for all our citizens. Sadly, these responsibilities have not been properly met and we feel an obligation to organize Jewish community resources, comparable to similar organizations within the Protestant and Catholic community, so that we can play our role effectively in helping to raise the sights for the entire community. Obviously, we can not get into all questions in this broad area and additional committee responsibility will be to help determine what issues require Federation action.

The work of the new committee will not be onerous nor will the meetings be frequent, but I consider this delicate and highly significant discharge of responsibility a matter of high importance. I should like to invite you and urge you to accept the position of Vice Chairman of this new committee. I also want you to know that Irving Kane enthusiastically joins me in this invitation. Your long record of concern with this problem and your general leadership in the community both make such an appointment proper and almost inevitable and I can think of no better team than Irving Kane and Rabbi Silver to discharge this responsibility.

Rabbi Daniel J Silver

Irving is planning the first meeting of the committee for lunch at the Federation office on June 20, and I hope that I can hear from you soon that you can accept this appointment and attend the first meeting.

Cordially



M. E. Glass  
President

June 3, 1963

June 6, 1963

Mr. M. E. Glass  
The Jewish Community Federation  
1001 Huron Road  
Cleveland 15, Ohio

Dear Mr. Glass:

I will be happy to serve as Vice Chairman of the Federation's Committee on Public Welfare. The creation of this group by the Federation is a step forward which I welcome.

I will attempt to be at the meeting on June 20th; however, the CCAR is meeting in Philadelphia that week and it is a question whether or not I can be back in time. I will make every effort so to do.

With all good wishes,

Cordially yours,

DANIEL JEREMY SILVER

DJS:lg



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1001 HURON ROAD • CLEVELAND 15, OHIO • TOWER 1-4360

*President* M. E. GLASS      *Vice-Presidents* EMIL M. ELDER      MAURICE SALTZMAN      WILLIAM C. TREUHAFT  
*Treasurer* LEONARD RATHER      *Associate Treasurer* ALEX MILLER      *Executive Director* HENRY L. ZUCKER

Rabbi Daniel J Silver  
The Temple  
University Circle at Silver Park  
Cleveland 6, Ohio

Dear Rabbi:

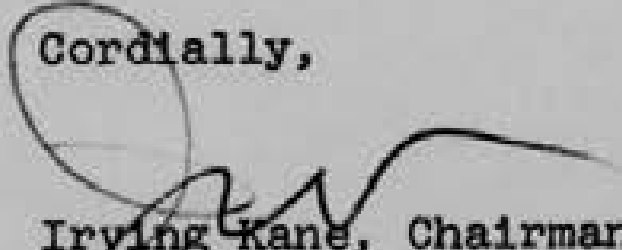
I am delighted that you have informed Mike Glass that you can accept membership on our new Public Welfare Committee. We shall certainly need all of our collective wisdom if we are to discharge our responsibilities effectively in this delicate and vital area of Federation interest.

I am enclosing two documents that I believe will be useful by way of general background for our committee work. One is the memorandum proposing the establishment of our committee, which was formally approved at the last meeting of the Board of Trustees. It defines in broad terms the area of our concern as well as incorporating certain cautions that will undoubtedly be important factors in our considerations.

The other document is a remarkable speech by Harry T. Sealy, Vice President of the Cleveland Electric Illuminating Company and newly elected President of the Ohio Citizens Council for Health and Welfare. His talk seems to me extremely relevant and appropriate to our work.

I am looking forward to our meetings beginning next Thursday at lunch at the Federation office. I am confident that with your help we shall be able to overcome the normal difficulties in putting this type of project into being and establish the Public Welfare Committee as an important ongoing phase of Federation activities.

Cordially,

  
Irving Kane, Chairman  
Committee on Public Welfare

June 12, 1963

## M I N U T E S

Public Welfare Committee  
Jewish Community Federation

June 20, 1963, 12:00 noon  
Federation office

-----

ATTENDANCE: Irving Kane, Chairman; Jordan C Band, Judge Victor Cohen, Mrs Jerome N Curtis, Judge Bernard Friedman, Harold Galvin, Robert D Gries, Philmore J Haber, Frank E Joseph, Dr Maurice Klain, Howard M Metzenbaum, Mrs Alex Miller, Ezra Z Shapiro, Rabbi Daniel Silver, Saul Stillman, Lawrence H Williams, Bennett Yanowitz. Guest: Tom McCullough. Staff: David Rabinovitz, Rudi Walter, Henry L Zucker, Sidney Z Vincent, Secretary.

The chairman reviewed in some detail the memorandum (copy on file) that had been mailed to members in advance of the meeting setting out the reasons for establishment of the new committee. He emphasized that the Social Agency Committee, the Community Relations Committee, the Executive Committee and the Board of Trustees of Federation had all approved the establishment of this challenging community activity with its potential for making a major contribution to the health and welfare of both the Jewish and general communities.

He emphasized that, as is common with new responsibilities, it would be of vital importance that the committee take the time to make itself thoroughly knowledgeable on the subjects of interest since actions on any specific issues would depend on such firm knowledge in depth. He alluded to the direct stake that the Jewish voluntary agencies had in the objectives of the committee since increasingly their operations depended in fairly substantial degree upon public agencies' meeting their responsibilities adequately in the field of health and welfare. When that responsibility is not properly met, the voluntary agencies, both Jewish and general, have to assume additional burdens. He added that in Ohio, the record of performance was obviously highly inadequate.

He pointed out that both the Protestant and Catholic communities had long been active in this field and, under the leadership of the Council of Jewish Federations and Welfare Funds, many Jewish communities had established committees comparable to the one now being inaugurated by our Federation. He assured the committee that Federation would continue to carry on its work in this area in conjunction with others bearing direct responsibility, notably the Cleveland Welfare Federation. He concluded his general introduction by pointing out that because of the number of issues involved, the committee would have to devote itself only to those of high priority. A further aid in limiting committee attention in the initial stages of its work was that specifically community relations problems would not be of major concern, since they were already handled by Federation's Community Relations Committee. He expressed his delight that Rabbi Daniel J Silver had agreed to serve as vice chairman of the committee

and his satisfaction that he would thus share the leadership with one who has already made so vigorous an impact upon community concerns for health and welfare.

REPORT OF MR McCULLOUGH

The chairman then called on Tom McCullough, Executive Director of the Welfare Federation of Cleveland, to describe in general terms the status of public health and welfare in our community and in the state. He paid tribute to the role of leadership that had been discharged so effectively over the years by Mr McCullough and the Cleveland Welfare Federation and expressed satisfaction that the committee at its first meeting would be able to profit from the experience of its sister organization.

Mr McCullough began by expressing his gratification that the Jewish Community Federation had decided to establish a committee on welfare which he felt would have significance beyond the Jewish community. Active concern of voluntary groups is crucial if the standards in health and welfare are to be improved. A vacuum in leadership can only be filled by citizen concern, and establishment of a committee such as the Jewish Federation's new Committee on Public Welfare is a meaningful and important step in this direction.

Mr McCullough defined briefly the fields covered by "health and welfare" as including social security and all its various insurances, aid for the aged, the disabled, the blind and dependent children; unemployment compensation; general relief; medical and hospital care for the indigent; public health, and various rehabilitation procedures. He outlined in some detail each of these public welfare programs.

He then pointed to a number of problems of major concern within these areas. First there was the inequity of treatment for people in need, illustrated dramatically by the fact that whereas programs of aid for the aged and blind are maintained at a level of 100% of the standard that had been established as minimal for a decent standard of living, aid for the disabled had been cut by 10% and aid for unemployed and dependent children had been cut by 30% in Ohio. No rationale had been advanced for this inequity of treatment, nor for the great price in human suffering exacted by the fact that some of these programs were cut 30% below what was agreed to be a minimum subsistence level.

Furthermore, programs for medical care were so designed that only those on public assistance are eligible, so that those whose independent sources of income ran from 70% to perhaps 125% of a bare minimum were not eligible for public support although they obviously could not meet their medical needs. The result was an almost intolerable burden upon voluntary hospitals, such as Mt Sinai.

He and Mr Zucker then described in some detail the effects of lowering assistance standards below the minimum acknowledged to be required for decent living. Mr McCullough also stressed that the grossly inadequate salaries available for staff in many of the public sectors led to failure to meet responsibilities adequately and to a rigid inflexibility of program. He also emphasized that the preventive phase of social service had been most inadequately provided for.



He concluded his digest by touching briefly on some possibilities for action by the new committee. He particularly stressed the omnibus bill now pending in the Ohio Legislature to reorganize completely the procedures and the organization of the state in dealing with these problems. He suggested that the community would have full opportunity to react to these new and sweeping proposals, since the Legislature would probably devote a special session in the fall to their consideration.

He also listed the need to take advantage of the amendments to the Social Security act that had been passed in 1962, on which Ohio lagged far behind its sister states. Other subjects on which he briefly touched were the unfair tax burdens placed on industrial counties, and the need to change the present approach of many communities: fitting the needs of people to the money available rather than the other way around.

#### STAKE OF JEWISH AGENCIES

Henry Zucker then supplemented Mr McCullough's report by stating that the primary reason for establishing the Public Welfare Committee was the desire for the Jewish community to play its role in an organized fashion in connection with the problems that Mr McCullough had outlined, since defects in the field of public welfare affected all of us as citizens of the state. However, an important secondary reason was the effect of such inadequacy upon needy Jews and the beneficiary agencies of the Jewish Welfare Fund.

He then presented some figures indicating that five Jewish agencies received approximately \$1,000,000 in various forms of public support available to their constituencies. Although the principle has been established for many years that public assistance should come from public taxes, inadequate public standards led to increased pressure on the voluntary agencies. When, for example, a hospital is reimbursed at a relatively fair rate for those who are eligible for public assistance but not for those directly above that level, the financial pressure upon the hospital is intensified, since it must subvent this marginal group. He adduced similar examples affecting the homes for the aged and Jewish Family Service Association. He concluded by saying that there is no substance to the contention that the Jewish agencies, or for that matter the other voluntary agencies, would do less to the degree that the public agencies do better. Rather, to the extent that the public sector meets its responsibilities, the voluntary agencies will be able to increase the depth and quality of their services.

#### DISCUSSION

During an extensive questioning period, Mr Gries raised the question as to the extent of "chiseling" that is sometimes offered as a reason for minimal public support. Mr McCullough traced various studies that had been made on this subject, indicating that the degree of violation found in this community is of the order of less than 5%, and even of that amount perhaps four out of five cases are technical violations rather than involving fraud. He concluded that although any instance of fraud was a matter of concern, it was apparent that this was an extremely low factor.

Mr Joseph felt that proper organization of the new committee

should be a major concern before proceeding further with the work. He stated that all standing committees of the Federation develop their own methods of procedure, their own by-laws, and the relationship to other aspects of Federation function and felt this clarification was of extreme importance as a necessary preliminary to substantive work. Mr Band and Mr Williams felt that the immediate task was to develop a great deal of further understanding on the substance of the committee's work and that any formalization of procedures could well await such time as the committee felt thoroughly at home with its tasks. They felt that any attempt to develop structure at this time might inhibit the proper functioning of the committee.

The chairman stated that reports would be made to the committee from time to time on matters of crucial importance to the Community Relations Committee in order that the Public Welfare Committee could be made continually aware of all issues on which the Federation had taken stands. He then called on Mr Vincent, who briefly described four issues on the state level and one on the national level that had been matters of prime concern to the Federation during the course of the past few months: fair housing, Bible reading in the schools, humane slaughtering, proposed amendments to the Constitution, and immigration legislation.

Mr Joseph remarked that this type of clarification was what he felt was essential to clear the way for effective committee action.

Rabbi Silver warned against the committee's becoming merely another study group, stressing that it would be important for it to go further and take effective action. He added that the omnibus bill referred to by Mr McCullough might be a sample of the kind of specific concern that the Federation might undertake. He thought that a position paper might be drafted by the staff on this question so that at a minimum the Federation would be able to guide its various agencies that were directly concerned with provisions of the proposed bill. In addition, after further study of the problem, either individually or through committee action, Federation might be able to contribute to realizing the objectives of the State Commission that had so exhaustively studied this problem.

Mr Kane asked for information from Mr McCullough as to the actions of the Cleveland Welfare Federation's Legislation Committee. Mr McCullough briefly traced the procedures of the committee and referred to a recent comprehensive policy statement that had been drafted to guide its work. Specifically, he felt that the problem of tax exemption was not a major concern since obviously the overwhelming part of Federation's activities and concern were in areas other than legislation.

Mr Metzenbaum felt that many voluntary agencies contented themselves with studying a problem and perhaps passing a resolution without really affecting the course of events. It is crucial, he felt, that the committee should therefore address itself not only to what tasks it wished to undertake but what methods could best be utilized to translate its policy positions into concrete forms of action.



# THE JEWISH COMMUNITY FEDERATION OF CLEVELAND

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Rabbi Daniel J Silver  
The Temple  
University Circle at Silver Park  
Cleveland 6, Ohio

Dear Rabbi Silver:

I would like to ask a special favor of you. As you know, the Delegate Assembly of the Jewish Community Federation in carrying out its function as a forum tries to develop programs which are interest provoking, informative and of special importance to the Jewish community. The Planning Committee of the D.A. will meet in a few weeks to develop ideas for meetings for the forthcoming year. Hopefully, we will succeed in developing plans which will be of sufficiently vital interest to merit the kind of responsive participation we achieved last year.

We would greatly welcome your suggestions regarding issues or topics which could be the basis for one or more of these programs. Would you take a few minutes to send me any suggestions you may have? I would like to bring them to the Planning Committee when it meets in August.

Your assistance is, as always, most gratefully appreciated.

Cordially yours,

*Elmer I. Paull*  
Elmer I. Paull, Chairman  
Delegate Assembly

July 19, 1963

**THE JEWISH COMMUNITY FEDERATION OF CLEVELAND**

1001 HURON ROAD • CLEVELAND 15, OHIO • TOWER 1-4360

July 22, 1963

TO: IRVING KANE  
RABBI DANIEL SILVER

FROM: SIDNEY Z VINCENT

C  
O  
P  
Y  
I thought it would be worthwhile to send the two of you a note as to precisely where we now stand on the Public Welfare Committee, after my telephone conversations and meetings with the two of you, Hank, Dave Rabinovitz, and some of the folks at the Welfare Federation.

We will hold our next meeting at lunch on Monday, August 12. The subject matter, after much internal debate, will be primarily concerned with ADCU. It was finally thought best to hold the discussion of the highly complicated and possibly divisive subject of medical care to the aged until after the committee had some opportunity to work together on less explosive subjects. In addition, with the present struggle over civil rights in Congress, there is some likelihood that this subject will not be dealt with at the present session. On the other hand, ADCU in one form or another is almost certain to be on the agenda at the next session of Ohio Legislature, scheduled for December.

Dave Rabinovitz is prepared to make the analysis of the present situation on ADCU. In advance of the meeting, probably next Monday or Tuesday we will send out the minutes of the last meeting and a factual background on the problem we will discuss. Or, alternatively, we will send out the minutes at one mailing and follow it with a background statement a week later, so that they have two reminders of the meeting itself. In any case, there will certainly be an advance basis for discussion.

I do not know precisely how to handle Frank Joseph's strong urging that we begin by working out a code of regulations. Certainly this does not seem to reflect the general thinking of the committee, but can we simply ignore his suggestion?

I see no reason why we shouldn't in a kind of roundup fashion also share with the committee some of the developments in CRC or more specifically in public welfare, but by far the major time of the meeting should be aimed at our becoming really expert in this subject, so as to set the pattern for future meetings.

[July 22, 1963]

-2-

Elmer Paull came to see me and we had a long conference about a Committee on Public Welfare at the JFSA. I told him that I would talk with the two of you and could not speak in anything like an official manner. Nevertheless, in the conference, I told him that speaking as an individual, I would welcome such a committee at his agency. We may have other comparable committees at more of our institutions, and I think of them in much the same way as the way our CRC is constituted. We continue to have active local chapters of the American Jewish Committee, the American Jewish Congress, and the Jewish Labor Committee and a much less active constituent from the ADL, to say nothing of the Jewish War Veterans. We have never been threatened by this development; on the contrary, our strength is largely within these constituent groups. In the same way, I would guess that if we are to mount any program of local action, it would be most helpful to have our local agencies equipped with committees so that they could spring into action. I am not at all worried as to our ability to forge a kind of relationship that would prevent chaos or such lack of clearance that we would not really know what is going on.

At the same time, I recognize that you might feel quite differently about this development and if this is the case, please let me know. I certainly made no commitments to Elmer in any way.

Warmest regards and see you, if not before, on August 12.

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July 22, 1963

Mr. Elmer I. Paull  
The Jewish Community Federation  
1001 Huron Road  
Cleveland 15, Ohio

Dear Elmer:

In answer to your note of July 19th, I should like to see the program element of your Delegate Assembly take on much more of the positive. I question the whole debate approach. Debates tend to polarize around extreme positions. True, they are exciting, but what you are doing is far too important to be handled in terms of attendance gimmicks. Whatever topic you undertake ought to be presented factually. If you want to avoid taking a position, then allow the speaker simply to give a lecture. There is so much information about our community, Israel, national agencies, etc. which ought to be given that I hate to see, say, Jewish education become a debate over what does not exist and the day school neglect a critical and searching analysis of what does exist and of what most are ignorant.

I also think that psychoanalyzing of the Jewish soul ought to be done on a more private platform. I find it difficult to understand what can be gained by such programs as your last one.

As for topics to consider, might I suggest a year-long series of Jewish communities around the world and their needs, or alternately, a series on the economic, political, religious etc. plans and programs of Israel, or alternately, a series on our national Jewish agencies.

Debate without responsibility or resolution is a uniquely Jewish activity and a uniquely dangerous and frustrating one.

With all good wishes,

Cordially yours,

DANIEL JEREMY SILVER

DJS:lg



July 23, 1963

Mr. Sidney Z. Vincent  
The Jewish Community Federation  
1001 Huron Road  
Cleveland 15, Ohio

Dear Sidney:

I have noted the date of August 12th and the subject matter. I am uncertain where you and Irving propose to take the meeting. What exactly do we want to accomplish? Pressure on our agencies? How are they effective? Pressure on Columbus? For what? A special session? What pressure can we add that is not already being exerted? Should the pressure be official, that is, Federation, or individual, that is, by members of the Committee? I would hope that all these questions are clearly defined before we go in on Monday the 12th.

May I react to your conversation with Elmer Paull. The relationship of the CRC to the various defense agencies is not a parallel one. They pre-existed the CRC and had ongoing and developed programs. Elmer's group is not yet in being. It would seem to me advisable that until we define with experience our role and function other groups in similar fields be discovered. How can we relate to them until we know how to relate to ourselves? I think once we have got the thing off the ground such things are desirable and such agencies necessary, but I wonder at all this haste. It took us all these years to establish this committee. We don't know what we have and we are already spawning progeny.

With all good wishes,

Cordially yours,

DANIEL JEREMY SILVER

DJS:lg

[July 24, 1963]



## THE JEWISH COMMUNITY FEDERATION OF CLEVELAND

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Rabbi Daniel J Silver  
The Temple  
University Circle at Silver Park  
Cleveland 6, Ohio

Dear Rabbi:

Thank you for your letter of July 23. I am going to be spoiled if both the chairman and the co-chairman continue to react so promptly and so decisively to my various calls and notes.

In specific answer to the many questions you raise, I would say that the chief objective we want to accomplish at these early meetings is self education. Unless I misinterpret both you and Irv, there is simply no substitute in any of our minds for knowing what we are talking about and no program of action will have meaning unless cliches like ADCU become living realities about which we are thoroughly informed. Second, there is no intent to put pressure on our agencies but there is a considerable intent to put pressure on Columbus. There is no need for a special session since the Legislature did not adjourn sine die, but adjourned to a date certain in late fall. Any matter can therefore be brought up for consideration and there is a real problem in getting this matter before the Legislature. There is of course the second challenge to have it acted upon favorably.

The whole idea of calling our committee into being is in answer to your question of "What pressure can we add that is not already being exerted?" If there is to be action on this matter, it will only come when all interested groups - Cleveland Welfare Federation, the diocese, the Church Federation, labor, Negro groups, and pressures within the Jewish community are exerted.

We do not need to take up the question as to whether the pressure is officially Federation, since we are already on record in general on the subject of ADCU. I think the problem now is to get key individuals, who are well represented on the committee, to exert their pressures and for us to join with other organizations, if that proves necessary, in demanding action.

As to Elmer Paull and his suggestion, may I point out that his interest and his agency's interest in this matter pre-exists, to use your expression, the formation of our committee. The JFSA has a profound stake,



Rabbi Daniel J Silver

which it has exercised for at least a year, in public affairs and specifically in questions like ADCU. They are not our "progeny" and we have not spawned them. They are asking whether they must now go out of business because of the fact that we are called into being. I do not think that should be the case. I do not want to define in rigid terms our relationship with these and other groups as yet, but I think we can profit from the fact that our various agencies are evidently tooled up to go to work on matters that we think are significant.

Thank you again for being good enough to share our thinking with us.

Cordially,



Sidney Z Vincent  
Associate Director

July 24, 1963

CC: to Irving Kane

July 25, 1963

Mr. Sidney Z. Vincent  
The Jewish Community Federation  
1001 Huron Road  
Cleveland 15, Ohio

Dear Sid:

In response to your kind letter of 24 July, I note your statement that "we are already on record in general on the subject of ADCU." I think it would be an interesting case in point for our discussion to know just what it means to be on record. What was passed? Who knows about it? Was the statement circulated? Were semi-official presentations made, and if so, to whom? My concern is directed only towards our being effective, for I feel very strongly that the way we handle this first issue is crucial in establishing any claim on attention vis a vis our own committee. In brief, we must be prepared to answer what more do we want to do than has been done up to now and how do we propose that, collectively or individually, we could go about it. Do we ask for a show of hands as to who will contact whom? Have we a list of the representatives and power people who ought to be contacted? Can we cooperate in ongoing pressure programs already in being? What are these programs? Who staffs them? How effective are they? Etc.

My reaction to Elmer Paull's committee was based only on the information you had supplied. I apparently misread your note and had the feeling that this was to be a new body. I wholly agree that something in being ought not to be moth-balled.

Thank God for secretaries, and seriously I am delighted that this exchange is taking place. I know that it is a tribute to your effectiveness as "my" group leader.

Cordially yours,

DANIEL JEREMY SILVER

DJS:lg



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August 1, 1963

Rabbi Daniel J. Silver  
The Temple  
E. 105th Street & Silver Park  
Cleveland, Ohio 44106

Dear Rabbi:

Of course, all the questions raised in your letter are perfectly appropriate. I find myself in the completely unwanted role of the oracle who takes it upon himself to attempt full answers to all these probing questions. I want out.

The questions are so good that I am not sure that all three of us, let alone any one of us, can answer them finally and definitively. How about the three of us getting together in advance of August 12 and seeing what we can do by way of detailed preparation for the meeting, which promises to be well attended. I would appreciate it very much if you would call Irv and find any day next week, preferably lunch, that is acceptable to you too, and I will meet your convenience. If lunch is not possible, I will also rearrange my schedule to meet any other time acceptable to the two of you. Knowing something about your calendar and Irv's, it would be a lot easier if the two of you could agree on a date, with my promise that I would fit into your calendars.

As a kind of extra bonus, I am enclosing a copy of the Public Affairs Pamphlet, "Public Welfare". Although it is written in a rather elementary style, I thought you might want to have it by way of general background.

Warmest regards,

  
Sidney Z. Vincent

SZV:nk  
Enc.  
cc: Irving Kane



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August 5, 1963

M E M O R A N D U M

TO: MEMBERS OF THE PUBLIC WELFARE COMMITTEE

FROM: IRVING KANE, CHAIRMAN

-----  
As indicated in the notice of our meeting, I am happy to send you the enclosed full memorandum on the subject of ADCU (Aid for Dependent Children of Unemployed Parents).

I hope you will have the opportunity to read it in advance of our meeting next Monday, August 12 at noon in the Federation office, as a basis for our discussion.

nrg  
Encl.

August 6, 1963

To JCC Board Members: Morton D. Barrisch, Chairman  
David Apple, Howard Berger, Jac Fallenberg,  
David Gornik, Rabbi Jacob Kabakoff,  
Mrs. Morris Mayer, Ben Parker, Leonard Ronis,  
Ernest H. Siegler, ex officio, Mrs. Robert D.  
Sobel, Milton Teichbaum, David Warshawsky,  
Lawrence S. Williams, Harold Klarreich

To Members of the Community-at-Large: Jordan Band, Sidney Vincent,  
Forrest Weinberg, Bennett Yanowitz

From: Ernest H. Siegler, President

After a very interesting discussion on social action at the last meeting of our Board of Trustees, I was authorized to create an Ad Hoc Committee to be known as the Study Committee on Public Affairs.

It will be the purpose of this Study Committee to review the role of the Center in public affairs programming and the procedures to be followed in any action taken on public affairs. Toward this end, the Committee is being asked to draft a policy statement for final approval of the Board.

I have asked Mort Barrisch, a Vice President of the Center, to chair this Committee. Because of the community-wide import of the subject, we are inviting not only members of the Board, but also members of the community-at-large to serve on this Study Committee. Since you have demonstrated a long-time interest in and concern for this subject, I do hope it will be possible for you to join this Committee.

The first meeting of the Study Committee is Monday evening, August 19th, at 8 p.m. in the Committee Room of the JCC.

I am enclosing for your information a background statement containing the Committee Charge which was prepared by Herman Rigen for discussion purposes (white paper). There is also enclosed an excerpt from a speech delivered by Sanford Solender, Executive Vice President of the National Jewish Welfare Board, on this subject outlining four fields of possible social action concern (blue paper).

If you decide to accept our invitation to join this committee, we will send you additional material before you attend the first meeting. A postcard is enclosed for your convenience in replying.

Thank you very much.

BACKGROUND MATERIAL FOR PUBLIC AFFAIRS STUDY COMMITTEE

Prepared by Herman A. Eigen

I. PUBLIC AFFAIRS DEFINED

In his monograph, "The Public Affairs Role of the Jewish Community Center," (attached), Sanford Solender defines "public affairs" as a term "which connotes the range of social problems, programs, and institutions which relate to society's well-being and creative advance .... They are neighborhood, city, state, national and international in scope. They cover a wide spectrum - safety, health, education, recreation, housing, juvenile delinquency, civil defense, getting-out-the-vote, physical and social planning, social welfare, inter-group relations, civil rights, agriculture, safeguarding migration, foreign aid, technical assistance to underdeveloped countries, world peace, international organization - the gamut of human affairs. "

In this definition, public affairs is seen as problem and issue centered. Concern with such issues ranges from their identification, to securing pertinent information about the issues so that they may be properly understood, to acting upon them so that social institutions and policies may be appropriately modified. It is to all of these aspects of public affairs that the Jewish Community Center of Cleveland should address itself.

II. COMMITTEE CHARGE

The Jewish Community Center's Study Committee on Public Affairs is asked to define the role of the Center and its affiliated groups and to recommend the procedures that JCC and its groups should follow in any action taken on public affairs. In pursuing this charge, the Committee will need to be concerned with a number of different aspects of the problem. These may be outlined as follows:

A. Substantive

1. Public Affairs as program content in the Center. For many years a major objective of the Center has been to help its members become responsible citizens. This objective has been met by the Center's encouraging its members to understand the world in which they live and to participate in the development of a democratic society. Should the Center today continue to initiate, encourage and sustain programs that would develop interest among its members in public issues? Are there any safeguards and limitations necessary in providing such programs? Are there any differences between programs that bring information to the memberships and those which encourage action?
2. The Center as an institution. In addition to providing a series of different programs to groups that meet within the Center, it is important to realize that the Center itself serves as a major institution in the community. As an institution, should the Center take any action on social and public issues? If the answer is in the affirmative, are there any particular limitations upon the areas in which the Center can take action? We know, for example, that we cannot endorse a political candidate or take political action. Are there other areas which should be proscribed for action by the Center as an institution? Sanford Solender, in his article on "The Role of the Center in Public

Affairs\*, " (attached); outlines four major categories of areas of interest around which Centers can take action. Is this a satisfactory guide for the Jewish Community Center?

3. Groups meeting within the Center. Broadly speaking, there are three different kinds of groups that meet in the Center. There are outside groups which have their own autonomous programs and use the Center as a meeting place, usually on a rental basis. A second category of groups covers those which are sponsored by the Center and provided with some form of staff guidance. Classes, special interest groups, teen-age, young adult, adult and Golden Age groups would fall into this category. Finally, there are those groups which have a quasi-official status and which receive, if not direct leadership, some kind of consultative service from the Center. The Mr. and Mrs. Club, the Hebrew Social Club for the Deaf and the Young Marrieds Organization might be considered in this category.

Very often these groups sponsor programs around public affairs issues and wish to take action on them. Are there any guide lines that should be followed by such groups? Are there any differences between these three categories of groups with respect to the kinds of programs in which they can engage and the kinds of safeguards that they must take?

#### B. Procedural

Quite apart from the program role of the Center and from the determination of whether the Center should take social action itself, there remains the matter of procedures to be followed in whatever program it is deemed advisable to undertake. This is, of course, particularly important in a large membership organization which the members join, not because of a common ideology, but because they wish to make use of services of one kind or another in a Jewish setting. Also, since our Center is responsible not only to its membership, but also to the community-at-large from which it receives funds from the Jewish Welfare Fund and United Appeal, we must be concerned with the community implication of whatever we do. Finally, we must consider the fact that JCC is a unified agency operating as a single entity through a series of divisions and departments. How much each division and department can act unilaterally becomes a particular problem. This committee will, therefore, need to concern itself with the way in which these substantive programs within the Center are initiated. It will have to make recommendations as to the role of membership as well as the Board of Trustees and the various Program Advisory Committees. It will need to consider how social action procedure is initiated and who has the ultimate final determination on the action that is to be taken. It will have to examine whether there are any variations with respect to issues that are very specific and concern only one advisory committee as against those that concern the whole agency. The Committee will need to determine what the relationship is between the JCC in this area and the Jewish Community Federation Committee which is charged with recommending policy to the total Jewish community on matters of public affairs.



### III. THE COMMITTEE AGENDA

Assuming that each member of the Committee will be familiar with the background and resource material appended, it might be worthwhile to consider the following sequence of procedures:

- A. An examination of the Committee charge. This should be clearly understood by every member of the Committee so that the general direction in which the Committee moves is seen against a common frame of reference.
- B. An examination of some specifics. Since this is a rather complicated question, it might be useful to take a series of specific examples and to trace through the problems that might be created if action were taken on each of them. This kind of inductive approach may help to get us towards some general principles that might be useful to analyze.
  1. A letter is received from the chairman of a City Council committee seeking the Jewish Community Center to endorse a bond issue for new playgrounds.
  2. A letter is received from the president of the Cleveland Welfare Federation pointing out that there are amendments on the floor of the State Legislature that would cripple an act which would enable the development of needed mental health services. The Welfare Federation asks the Jewish Community Center to write all of the State legislators opposing the amendments.
  3. The Golden Age membership council and its advisory committee ask the Board of the Center to pass a resolution forwarded to the appropriate sources urging that the medical care program for the aged be incorporated within the Social Security Act.
  4. Recently there was a Women's Strike for Peace held in Ohio. Suppose that several weeks before that strike took place, a member of the Board of our Center, at a Board meeting, asked that the Center endorse the Strike for Peace and that the Center urge all of its members to participate.
  5. Suppose, in the instance of the peace strike just described, several weeks before it takes place, there is a meeting held of the parents group of our pre-school program. Someone raises the matter of the strike at the meeting and suggests that the parents group write all of the parents of the pre-school asking them to participate in the strike.
  6. The Freedom Rides sponsored by the Congress of Racial Equality have attracted a great deal of interest and sympathy throughout the Cleveland area. What should be done in the following instances:
    - a. The Center Board wants to endorse the concept of freedom rides and to send a resolution so indicating to CORE, with copies to the newspapers.
    - b. The Adult Division conducts an open meeting at which a Freedom Rider is to be the speaker. A number of calls are received by the Center Director from people who protest because
      - (1) The speaker is an alleged Communist; and
      - (2) Only one side of the question is being presented.



7. The Young Adult Committee wants to send representatives as official delegates to a community-wide rally on "Stop Atomic Testing" sponsored by SANE.
8. The Teen Age Board decides to organize a rally of Jewish high school students under the auspices of the JCC around the problem of nuclear testing, inviting the BNYO and other synagogue youth groups to participate with them.
9. The Adult Education Committee wishes to invite a high official of the Communist Party to debate a representative of the Attorney General's staff on the moral and legal implications of the Communist Registration Law. Let us assume that such a meeting takes place. Those assembled at the meeting, at the end of the evening, wish to pass a motion demanding the repeal of this law.

\* \* \* \* \*

To say that this Committee's task is not simple is certainly an understatement. On the other hand, the Committee must recognize that the Jewish Community Center has an important objective in seeking to inculcate in its members a sense of responsibility for the world in which they live. This involves conducting programs that will stimulate interest and activity around important Jewish and general issues. It further implies that there may be a very basic role for the Jewish Community Center as a community organization.

On the other hand, there can be no question that the Center does not want to be used as a propaganda vehicle by special interest groups. Further, precisely because the Center represents such a cross-section of people, and because it represents not simply a membership organization but a total community agency, it must be extra sensitive to its task of representing the best interests of the total Jewish community. How to insure this and yet develop the most constructive role in public affairs becomes the major concern of this Committee.

# THE JEWISH COMMUNITY FEDERATION OF CLEVELAND

1001 HURON ROAD • CLEVELAND 13, OHIO • TOWER 1-4360

Mr Herman Eizen  
Jewish Community Center  
3505 Mayfield Road  
Cleveland 18, Ohio

Dear Herman:

I read the call to the August 19th meeting of your Study Committee on Public Affairs with a great deal of interest. I thought it might be well to give you some idea in advance of the meeting of my reactions and what I may say at the meeting, in order that you can check with me beforehand on any points that warrant our mutual consideration.

I do not know whether you are aware of the fact that Federation has now established a Committee on Public Welfare under the chairmanship of Irving Kane and the co-chairmanship of Rabbi Daniel Silver. We have held one meeting and will hold our second one this coming Monday, August 12. I am enclosing the memorandum that led to the establishment of the committee and the minutes of our first meeting. You will therefore note that we decided at this early stage not to write ourselves a formal by-law, but to allow experience to dictate to a very large extent what directions we should proceed in. We were aware of the fact at the time of the establishment of the committee last spring that the Jewish Family Service Association had a committee on this type of subject and that other agencies have from time to time become involved in one or another program of social action.

It is probably too late, even if it were desirable, for us to discuss at our formal meeting next Monday what our relationship should be to you. I am therefore using this means of chatting with you by correspondence as professional to professional, rather than speaking in any kind of formal manner.

I do in general, however, have the following convictions:

1. It is a good thing for any community to have active and dynamic committees among many of its constituent organizations. Indeed, this is the best way in which a total community's energies can be galvanized for action. I for one therefore welcome the establishment of your committee, just as I was pleased with the establishment of a comparable committee at the JFSA. I consider it, on the whole, a relationship similar in some respects to that which obtains between the Community Relations Committee and the local constituents of the various national agencies.

Mr Herman Kigen

2. However, if there is not to be complete chaos, some form of working relationship must be established. Indeed, over the course of the years, and particularly under your guidance, we have had a practical kind of working relationship, since I think you or members of your staff have on almost all the matters that impinge upon the CRC been at pains to get in touch with us before finalising policy.
3. Each of our constituent agencies has a peculiarly important role to play in those areas closest to its fundamental area of interest. I use Sandy Solender's paper as an example of this point; matters that deal with recreational and leisure time interests and other comparable activities, largely covered in Sandy's first three points, are closest to your specific interest. Similarly, problems of general relief are very close to the interests of the JPSA; adoptions across religious lines are very close to the interests of the Jewish Children's Bureau; problems affecting the care of the aged are closest to Montefiore and the Jewish Orthodox Old Home, etc. In such cases, your agency views are particularly important. I would hope that you would wish to present to the Federation's Committee on Public Welfare your attitudes, your suggestions for appropriate action, and (I believe) your intention of declaring yourself directly on a public issue. You will have some measure of confidence in the Federation, I trust, and there may be times when you will wish us to take stands on issues even within your field of competence. Or, at least, you would wish to let us know in advance of action you take, unless there is a tremendous time emergency, in order that we might give to you our thinking. I stop short of saying that you should have our approval before you take such a step, although in practice I think you probably would want to have it.
4. On all the issues that flow directly within the scope of the Federation, such as the kinds of issues clustered around number four of Sandy's formulation, I think your role is fundamentally supportive rather than of direct action in your own name. I am all in favor, for example, of an educational program at the JCC dealing with civil rights and there will be many instances where we will be asking your help and where you will be raising problems with us of direct concern to you. However, I think the CRC is the community's agent for taking direct positions. I do not think it adds to an orderly procedure for each of the constituent agencies of the Federation to adopt positions and carry on independent programs of action. In point of fact, I do not fear you would do this; all our agencies have a very high degree of discipline.

I am sending a copy of this memorandum and your material to Irving Kane and Rabbi Silverman and undoubtedly they will have reactions, quite possibly vastly different from my own. In general, the caveats included in my

Mr Herman Eizen

outlining of your relationship to the CRC would hold for the relationship to our Committee on Public Welfare in matters on which they have particular competence. However, I would sooner speak more decisively on this point after I have had a chance to speak to my own lay people.

Best regards and let me know in advance of August 19 concerning any points on which you are in disagreement. I would have no objection at all if you found yourself in total agreement with my pontifications.

Cordially,

Sidney Z Vincent  
Associate Director

August 8, 1963

CC to Irving Kane  
Rabbi Daniel Silver

MEMORANDUM ON ADCU

Public Welfare Committee  
The Jewish Community Federation

Monday, August 12, 1963  
Federation Offices

1. WHAT IS ADCU?

These letters stand for "Aid to Dependent Children of Unemployed Parents", a program which provides financial assistance to needy children living in homes where the wage earner is unemployed. For our purposes, it refers to proposed legislation amending the provisions of Ohio's ADC law (Aid to Dependent Children).

2. WHAT IS ADC?

The Aid to Dependent Children program as now established in Ohio provides financial assistance to needy children living in homes where the father is dead, disabled, or absent. This program, which has been in effect in Ohio since 1936, is financed from federal, state, and county funds.

In 1961, Congress amended the Social Security Act to extend the same benefits (in states desiring this aid) to needy children and their parents, or caretaker relatives, when the wage earner is unemployed, and also to needy children living in a foster home or child care institution. In 1962, Congress extended the life of this amendment for five more years. This program is not now in effect in Ohio. Enabling legislation by the Ohio General Assembly is required.

3. WHO IS FOR ADCU?

A wide and impressive list of individuals and organizations, including Governor James A. Rhodes; Mayor Ralph S. Locher; Frank M. Gorman, President, Cuyahoga County Commissioners; William P. Day, County Commissioner; Henry Speeth, County Commissioner; Cleveland City Council; Ohio Municipal League; The Cleveland Press; The Cleveland Plain Dealer; all elected delegates to the General Assembly from Cuyahoga County; The Welfare Federation of Cleveland; The Jewish Community Federation; Ohio Citizens Council for Health and Welfare; and countless others.

4. WHAT IS THE STATUS OF ADCU AROUND THE COUNTRY?

As of April 8, 1963, fifteen states had enacted ADCU legislation, thus taking advantage of federal matching funds. (Included among the fifteen: Connecticut, Illinois, Maryland, Massachusetts, New York and Pennsylvania.) In two other states (including Michigan), ADCU legislation has been passed, but the programs have not yet been put into operation. The American Public Welfare Association reported on April 8 that nine additional states were seriously considering ADCU bills in their legislatures.

5. WHAT HAPPENED ON ADCU IN OHIO'S 105TH GENERAL ASSEMBLY WHICH RECESSED LAST MONTH?

A number of ADCU bills were introduced. The Administration bill, H.B. 498, was sponsored by Representatives Hoy (R.) Hamilton; Weisenborn (R.) Montgomery; Schinnerer (R.) Cuyahoga; and Governor Rhodes stated he favored it. However, it died in Committee for reasons subsequently outlined.

*Legislation  
Admitted Committee*



6. WHAT WERE THE ESSENTIAL PROVISIONS OF H.B. 498, THE ADCU BILL?

It added unemployment to the list of conditions making persons eligible for ADC; it made children removed by court order from an ADC family and placed in foster homes or private institutions eligible to continue receiving ADC; it allowed ADC payments to be made to a "third party" if it were determined to be in the best interests of the child.

The non-federal share of the grants would have been paid by the counties transferring Poor Relief funds to the ADC programs. A city relief authority would have had to reimburse the county for families who had legal residence in its area. The funds expended would have been considered Poor Relief expenditures and would have been matched by the state as such.

7. WHY IS ADCU NECESSARY IN OHIO?

The number of families with children where the wage earner is unemployed has remained unusually high since 1958. Unemployment in the Cleveland area in November 1962 was over 35,000; the latest available figures show that 28,200 are now unemployed (May 1963). This situation is almost certain to continue since 80 per cent of the males and 60 per cent of the females unemployed have "blue-collar" factory backgrounds, and manufacturing employment ("blue-collar") in the Cleveland area has dropped by 75,000 jobs in the past decade.

Seventy-two per cent of the male job seekers are married and have dependents. Although experience has demonstrated that nearly all families exhaust every means of self-maintenance before applying for relief, in thousands of cases there has been no other alternative, and the general relief burden of the cities has become crushing.

General Relief under state law is the responsibility of the cities. The City of Cleveland has been unable to budget adequately for relief since 1958. The financial inability of many cities in Ohio to meet this problem makes it urgently necessary to take advantage of the federal funds available, since this seems the only practical means of meeting the community's responsibility for those on relief.

8. WHAT WOULD ADCU MEAN TO CLEVELAND?

The City of Cleveland has appropriated from its General Fund \$2,600,000 for Poor Relief for 1963. Experience in other states indicates that more than one-half of the city cases would be eligible for transfer to ADCU (involving between 8,000 and 9,000 individuals), and thus become eligible for federal support. It is estimated that the result would be a saving to Cleveland of approximately \$800,000, which could represent either a savings or a resource for increasing the present highly inadequate relief standards, as subsequently indicated.

9. WHAT WOULD ADCU MEAN TO THE STATE?

In December 1962 there were 118,680 Ohio persons living in families on Poor Relief (not including one-person cases). If the experience of Illinois holds in Ohio, about 50 per cent of these cases could be transferred, an estimated

59,340 individuals. Ohio would receive up to \$20.50 per month per eligible individual. It is estimated that Ohio would receive over \$13,000,000 in federal matching funds per year.

10. WHAT WOULD THE PROGRAM MEAN TO THE INDIVIDUAL RECIPIENT?

Currently the recipients of ADC in Ohio receive only 70 per cent of the minimum standard budget necessary for health and decency.

Example of a family budget for one month:

Family composition - Mother and three children ages 5, 11, and 14

Components at full standard would be:

Food, clothing, personal care and household supplies	\$131.20
School supplies (grades 6 and 7)	1.65
Shelter (rent based on 4 rooms)	60.00
Heat and utilities	18.60

Total	\$211.45
-------	----------

Applying the 70 per cent standard, the actual grant each month to this family of four persons is \$148.02 or \$63.43 less than required for minimum support.

If ADCU were enacted, the additional federal matching funds could make possible the restoration of more adequate standards.

Equally important is the human factor. As of now, our laws ironically operate to weaken the family structure, since (in those cases not covered by unemployment compensation) the unemployed father must put his family on general relief. This program has fewer benefits than ADC, and he can therefore "benefit his family by deserting them, thus making them eligible for ADC. Enactment of ADCU would correct this abnormal and tragic situation.

11. CAN OHIO AFFORD TO DO BETTER IN FINANCING ADC?

Ohio ranks high in ability to support the ADC program adequately --

The per capita income in Ohio is exceeded only by 10 states.

Ohio was exceeded only by one other state in dollar value added to products by manufacture in 1959.

Ohio was fourth in individual income taxes paid, after credits, to the Bureau of Internal Revenue in 1961.

Ohio was sixth in total collections by the Bureau of Internal Revenue in 1961.

Ohio was fourth among the states in average gross weekly earnings of production workers in manufacturing in 1961.

Ohio ranks 37th among the 50 states for children aided per 1,000 population under 18 years of age.



Payment rates per ADC recipient in Ohio have increased less than the national average in the last five years and are still less than the national average by \$2.25 per recipient per month.

12. WHAT ABOUT ALLEGED FRAUD IN THE PROGRAM?

Congress asked the Department of Health, Education, and Welfare to make a study of the ADC program to assess the importance of the problem of fraud and ineligibility. This study has been completed. The findings in Ohio were highly favorable. Instances of ineligibility were largely related to problems of administrative classification of cases, and with rare exceptions, were not related to fraud on the part of the client or the need for assistance. At a meeting of the Welfare Federation Board of Trustees on June 7, 1963, the public officials of Cuyahoga County were commended on "their watchfulness in the administration and use of public funds."

13. ASSUMING A NEED FOR ADCU, WHAT CAN BE DONE ABOUT IT IN OHIO?

The General Assembly recessed until December 1963, when legislation can again be considered. The chief obstacle at the recent session was Speaker of the House Roger Cloud's strong feeling that ADCU should be considered in the context of other problems of welfare, presumably at a special session. He did not oppose ADCU substantively.

The essential problems are to ensure that ADCU is put upon the December agenda and that it is favorably acted upon at that time. Only the strongest mustering of community support can effect these goals.

NOTES FOR IRVING KANE AND RABBI DANIEL SILVER  
IN CONNECTION WITH THE PUBLIC WELFARE COMMITTEE  
MEETING AUGUST 12, 1963.

Checked  
Completed

The agenda for the meeting might include any of the following,  
with the second item being the most questionable:

1. Report on the "Civil Rights Package" - Jordan Band

The Community Relations Committee on the night of August 12 is holding a special meeting at which it undoubtedly will recommend to the Board approval of President Kennedy's "Civil Rights Package". This would seem to fall within the mandate of the committee to be acquainted with, although not responsible for, public actions of the CRC.

2. Community College Levy - Bob Lewis

There will almost certainly be a levy on the November ballot in support of the community college. In view of the time element, do we wish to have a firsthand report by the head of the college? Will our own time schedule permit this?

3. Review of Memorandum - David Rabinovitz, Leona Bevis or Sidney Vincent

4. Question period and discussion aimed at formulating a program of action

5101

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PROGRAM OF ACTION

There are perhaps some eight possible lines of action following upon consideration of a given issue by the Public Welfare Committee and, subsequently, the Board of Trustees.

1. Adoption of a formal resolution

In the case of ADCU, this has already happened. It is always sent to the proper legislative body and its effect, if done in conjunction with other groups, should be underestimated. It is also circularized among the Jewish organizations where presumably it defines the interest and position of the Jewish community.

2. Working and planning with the Cleveland Welfare Federation

The Cleveland Welfare Federation is and should be the master strategist in this kind of program. There are almost daily decisions to be made and a position by our Federation makes it far easier to be part of this process of forging a strategy.

3. Education of the Jewish community and marshalling its resources

All programs of social action depend heavily upon getting large numbers of people to become active and involved. On some issues we go all out in marshalling this type of support.

4. Alerting the Jewish communities throughout the state

Cincinnati in particular and six other major communities are geared for action by effective central organization. They have looked to Cleveland for leadership in converting this potential into action.

5. Approach <sup>to</sup> individual legislators

Through key individuals and occasionally directly, friendly, unfriendly and uncommitted legislators have been contacted. <sup>no one</sup> Anyone can be counted "safe" until the point has been taken. <sup>not</sup>

6. Consultation with the Governor

On this issue, as in others, his attitude is crucial. He has been on many issues formally friendly but unwilling to take strong action. Contact with him is essential.

7. Consultation with legislative leadership

The <sup>heart</sup> history of the problem rests with Speaker of the House Roger Cloud and Senate Leader Stanley Reschen.

8. Enlistment of support of key businessmen

In the next two months the Legislative Service Commission will be interviewing businessmen in Cleveland and elsewhere on their willingness to support an expanded welfare program. Some of our men can be enlisted for this type of activity.



# THE JEWISH COMMUNITY FEDERATION OF CLEVELAND

1001 HURON ROAD • CLEVELAND, OHIO 44115 • TOWER 1-4360

President M. E. GLASS Vice-Presidents EMIL M. ELDER LEONARD RATNER WILLIAM G. TREUHART  
Treasurer MAURICE SALTZMAN Associate Treasurer ALEX MILLER Executive Director HENRY L. ZUCKER

August 18, 1964

Rabbi Daniel Silver  
The Temple  
Ansel Rd & Silver Park  
Cleveland Ohio 44106

Dear Rabbi Silver:

I called your office last week to personally issue an invitation to you to deliver the invocation at our Women's Organization Annual Meeting on Thursday, September 10th, at noon luncheon, to be held in your Temple.

Our guest speaker will be Mr Hyman Bookbinder, Executive Officer of the President's Task Force on Poverty, who will focus on this most timely subject, the anti-poverty program and the implementation of the bill passed by Congress in recent days. As Chairman of the Public Welfare Committee of our Federation, I know that you are particularly interested in this subject.

Won't you please telephone Don Klein at the Federation office in the next few days to indicate that you will be with us, as he needs this information quickly to complete preparations for the event.

Best wishes for a happy and healthy new year.

Cordially,

*Ezra Z. Shapiro*  
Mrs. Ezra Z. Shapiro, Chairman  
Woman's Organization

*called 8/21  
committed for afternoon  
but if he is in the building  
he'll be happy to stop & say hello.*

**REPORT AND RECOMMENDATIONS**

**ON**

**PUBLIC WELFARE IN OHIO**

**WITH**

**THE MAJOR EMPHASIS**

**ON**

**PUBLIC ASSISTANCE**

**Prepared for the**

**Central Planning Board of the Welfare Federation**

**by**

**The Committee on Public Assistance**

**October 1964**

**Cleveland, Ohio**

I-N-D-E-X

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(The Appendix will be supplied upon request to the Welfare Federation within the quantity available.)	

COMMITTEE ON PUBLIC ASSISTANCE

Robert M. Ginn, CHAIRMAN, Vice President, Cleveland Electric Illuminating Company

Kwegyir Aggrey, Deputy State Welfare Director, Cleveland District Office

James M. Carney, Attorney, Carney, Carney & Broadbent

Hon. Frank P. Celeste, Attorney; former, Mayor, City of Lakwood, Ohio

Charles F. Clarke, Attorney, Squires, Sanders & Dempsey  
Co-chairman, Legislative Committee

Mrs. F. Norton Dickman, Civic Leader

Frank J. Chokel, President, Special Surveys Co.

Ralph W. Findley, Director, Department of Health and Welfare, City of Cleveland

✓ Eugene H. Freedheim, Attorney, Hahn, Loeser, Freedheim, Deane and Wellman

Mrs. Charles B. Gleason, Civic Leader, Vice Chairman, Board of Trustees  
Cuyahoga County Hospital

Hon. Frank M. Gorman, County Commissioner

Henry W. Hopwood, Director of Public Relations, Republic Steel Corporation

Bernard Houghton, Executive Secretary, Cleveland Chapter NASW

\*William I. Ong, Assistant to President, American Steel & Wire

Chairman, Advisory Board, Cuyahoga County Welfare Department

\*Melvin T. Jackson, Director, Social Welfare Dept., Cleveland Area Church Fed.

✓ Irving Kane, Irving Kane Associates, Business and Financial Consultant  
Chairman, Public Welfare Committee, Jewish Community Fed.

Ervin W. Kehl, Vice President and Store Manager, The May Company

Richard M. Kelley, Director of Planning, Catholic Charities, Diocese of Cleveland

Walter C. Kelley, Jr., Attorney, Kelley and McCann

David T. Matia, Attorney and State Representative

Mrs. Morris Matlin, Civic Leader, Representative of the Area Councils Association

Lawrence E. Murtaugh, County Administrator

✓ Mrs. Frank H. Porter, Civic Leader, Chairman, Case Work Council

✓ \*David Rabinovitz, Director of Social Planning, Jewish Community Federation

✓ John J. Schaffer, Director, Cuyahoga County Welfare Department

✓ Daniel J. Silver, Rabbi, The Temple

✓ Seth Taft, Attorney, Jones, Day, Cockley & Reavis

President, Governmental Research Institute

✓ Sidney Vincent, Associate Director, Jewish Community Federation

\* Moved from city



SUBCOMMITTEE MEMBERS

\*

Subcommittee on Administration

Walter C. Kelley, Jr., Chairman  
Charles F. Clarke  
Henry W. Hopwood  
Leona Bevis, Secretary

Resource Members  
Kwegyir Aggrey  
John J. Schaffer

Subcommittee on Aid Payments and Standards of Assistance

Irving Kane, Chairman  
Ervin W. Kehl  
Mrs. Frank H. Porter  
David Rabinovitz, Secretary

Resource Members  
Mrs. Erlynn Davis  
  
Leona Bevis, Staff

Subcommittee on Services

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Mrs. F. Norton Dickman  
Richard M. Kelley, Secretary

Resource Members  
Melvin T. Jackson  
Elisabeth Tuttle  
  
Leona Bevis, Staff

Subcommittee on Hospital and Medical Care of the Needy Sick

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Hon. Frank P. Celeste  
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William I. Ong  
W. T. McCullough, Secretary

Resource Members  
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Lawrence E. Murtaugh  
Vernon D. Seifert  
Samuel Whitman  
  
Leona Bevis, Staff  
Sol Z. Rosenbaum, Staff

Subcommittee on Financing

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Ralph Findley  
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Joint Committee on Nursing Home Care

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Everett C. Poe, Secretary

Ex-officio  
William D. Ginn

Staff  
Mrs. Frank M. Barry  
Mrs. Elizabeth Minton  
Leona Bevis  
W. T. McCullough

\* Robert M. Ginn, Chairman, Committee on Public Assistance,  
ex-officio member on all subcommittees

PREFACE

Due to the gravity of conditions in public assistance, the Central Planning Board of the Welfare Federation decided in late 1963, to authorize a Committee on Public Assistance. The Committee was charged to examine existing practices and conditions in public assistance in Ohio, to review major studies of public assistance in Ohio, to prepare recommendations on problems encountered, and to suggest courses of action for the Welfare Federation to follow. It was asked to report back before January 1965, at which time the State Legislature will convene in regular session.

This report is considered a reference document. It represents the work of six major subcommittees. (Information from Subcommittee reports is found in the Appendix pages 2a through 76a.) The subcommittees were asked to prepare recommendations on:

- Administration Patterns of Public Assistance Services
- Adequacy of Aid Payments and Standards In Effect
- Essential Services Required For Rehabilitation and Care of Recipients
- Availability and Adequacy of Financing Hospital and Medical Care of the Indigent Sick
- Adequacy of Nursing Home Care for Public Welfare Recipients  
(Referred to the Joint Committee on Nursing Home Care)
- Financing of Public Assistance Services

Two other reports are prepared as companions to this reference report. One, a group of suggested courses of action for the Welfare Federation to follow in the implementation of these recommendations. A second, a printed summary of the major recommendations and steps for implementation in leaflet form for widespread distribution. The Appendix to the report is detailed information for special reference purposes and will be prepared in limited quantities and supplied only upon request to the Welfare Federation.

In the study process the Committee determined that consideration of administration and financing problems should include both public assistance and public child welfare services. The following sections of this report will refer to public welfare services.

# BACKGROUND FOR RECOMMENDATIONS

## WHAT IS PUBLIC WELFARE IN OHIO

The term "public welfare" refers to the various tax-supported programs either state or locally administered and to the various federal-state-locally financed programs which involve direct assistance to the needy.

<u>CATEGORIES OF PUBLIC WELFARE</u>	<u>ADMINISTERED BY</u>	<u>SOURCE OF FINANCE</u>
1. Aid for Aged	State of Ohio	Federal-State
2. Aid for Blind	Counties in Ohio	Federal-State-County
3. Aid to the Disabled	Counties in Ohio	Federal-State-County
4. Aid to Families With Dependent Children	Counties in Ohio	Federal-State-County
5. Aid to Families With Dependent Children- Unemployed	Counties in Ohio	Federal-State-County
6. General Relief	Counties or Cities	State-County-Cities
7. Soldiers' Relief	County Soldiers' Relief Commissions	County
8. Public Child Welfare Services	Counties in Ohio	County (Except for small amount of Federal funds for specific purposes.)

The first five aid categories listed above were originated with the Social Security Act adopted by Congress in 1935, and by subsequent amendments. Enabling legislation is required in order for each state to participate in these Federal programs. The existing General Relief statutes were enacted by the Ohio Legislature in 1939, subsequently modified by legislation and administrative actions. Soldiers' Relief dates back to the period following the Spanish-American War. The Ohio Public Child Welfare Services Act was adopted by the Ohio Legislature in 1945, and subsequent amendments have been enacted.

PUBLIC WELFARE IN OHIO HAS BEEN THOROUGHLY STUDIED IN THE PAST TEN YEARS

Public welfare is one of the most thoroughly studied programs of the state government. During the past ten years five major public and private organizations have studied Ohio welfare administration. (See Appendix page 1a for Bibliography.) The Council for the Reorganization of State Government, "The Little Hoover Commission," issued a report on the Department of Public Welfare in 1963.

A number of the recommendations of these studies have been implemented, but major recommendations common to all, namely, program consolidation and elimination of city relief authorities, have not been acted upon.

While all five major studies did agree upon the desirability of program consolidation they did not agree upon the method of consolidation. Some recommended consolidation of all programs at state level, while others recommended consolidation at the county level. (See Appendix pages 2a through 8a for summary of subcommittee considerations on administration patterns of public assistance and public child welfare services.)

SPECIAL COMMENTS ON FINANCING PUBLIC WELFARE IN OHIO

(See Appendix pages 9a through 19a for summary of methods of financing.)

Public welfare in Ohio is financed through unsystematized, complex and varied combinations of federal, state and local general funds.

Each of the eight major public welfare programs has its own method of financing and no two programs are based on the same approach or underlying principles.

There are gross inequalities in the relatively large local share of cost of the programs paid by a few counties as compared with most counties. This is

especially true of large metropolitan counties and of some small counties which have a high percentage of dependent families and little fiscal ability to finance the programs.

The methods for determining the state and local proportionate share of public welfare costs have little or no logical relationship to ability to pay, to actual needs, to administrative responsibility, or to principles which might be advanced to support a particular financing system.

The complexity of financing, the inequalities in relative amounts spent for programs among the 88 counties, and the variations in amount of state and local participation in the different programs suggested consideration of financing of the eight public welfare programs as a total package. This involved inclusion of public child welfare services which consume large amounts of county tax revenues.

No state matching funds and only a very small amount of federal funds are provided to counties to finance public child welfare services. Conversely no local money is involved in financing Aid for Aged. Both are large programs. The assumption of this report is that any approach to solving the problem of financing must use to the maximum existing funds from all sources. The combined local expenditures for Child Welfare Services, Soldiers' Relief, General Relief and Aid to Dependent Children in Cuyahoga County are substantial. The aggregate of all local expenditures could form the basis for the local percentage share of state-local expenditures in a combined county administered public welfare program.

SUMMARY COMMENTS WITH RESPECT TO AID PAYMENTS AND STANDARDS OF ASSISTANCE IN EFFECT (See Appendix pages 20a through 39a for report of Subcommittee.)

The low levels of grants in the various programs have serious impact on the quality of living for many of the 68,000 persons (including 33,000 children

under 18 years of age) in Cuyahoga County (January 1964) who are dependent on public assistance programs for subsistence. The most serious inequities are documented as follows from the complete committee report:

While the Consumer Price Index in Cleveland has increased in the past five years the payments to needy families on public assistance have declined sharply. The decline in payments is due largely to the reduction in amounts paid on a percentage basis.

Cleveland ranks 19th among 27 comparable cities in the United States in the average actual payment per recipient in the Aid to Dependent Children program. It ranks 20th among the 27 in the average actual payment in the General Relief program. Also, in the General Relief program the average payments are the lowest among four Ohio cities included in the survey.

These two programs serve almost all of the 33,000 needy children living in families on public assistance. Cleveland's position with respect to level of aid payments is thus in sharp contrast to its high level of living costs since Cleveland is one of the highest cost cities.

There is no valid justification for the variations in percentage payments now in effect among the six public assistance programs which range from 63% to 100% of minimum need. The 100% standard was established by the State in 1959, after extended study as a low cost budget and should be adhered to, except for price level adjustment, until revised through a similar thorough study.

The public is not adequately informed of the shocking and shamefully poor performance of this community and this state in meeting the subsistence needs of its public assistance families.

ESSENTIAL SERVICES REQUIRED FOR REHABILITATION AND CARE OF RECIPIENTS  
(See Appendix pages 40a through 43a for report of Subcommittee.)

Programs of casework and other social services to prevent or reduce dependency and delinquency are a necessary supplement to assistance payments. Financial assistance alone will not equip many families to become self-supporting. This fact was recognized by Congress in 1962 when it passed the Public Welfare Amendments (Public Law 87-543 etc.), which authorized the Federal Government to pay up to 75% of the cost of rehabilitative service provided by the states. These amendments were designed as incentives to encourage the states to increase the amount of services available under public assistance. They recognized that ill health, social maladjustment, educational lack, and emotional dependency often hobble all attempts of relief roll families to become self-supporting. Fortunately, many of these handicaps can be treated and overcome by competent professionals.

THE PROBLEMS OF HOSPITAL CARE OF THE NEEDY SICK  
(See Appendix pages 44a through 71a for report of Subcommittee.)

The largest part of medical care for those on public assistance programs and those who are medically indigent is provided by general hospitals. Reimbursement of hospitals for in-patient and out-patient care is an acute problem and has been for some years.

It is recognized that care provided in doctors' offices, or at home, is an important aspect of this problem, and the Committee would suggest attention to this and other aspects of the medical care problem in the future work of the Welfare Federation.



Since 1960, a substantial group of persons who have almost no financial resources and who are not on one of the several public assistance programs, are ineligible for medical assistance under public programs because of state-imposed limitations on financing of these programs and because of eligibility limitations imposed by the City of Cleveland which is responsible for the local share of financing public assistance.

As an example, a person who is on a public assistance program can obtain, almost without limitation, all that is required to meet any medical situation when it arises. A person who is not eligible for any public assistance program is not eligible for public assistance for medical care no matter how extraordinary the medical costs and no matter how desperate the financial condition of the person. This is the so-called "medical indigent."

#### EFFECT OF THE PROBLEM

As a result of this situation, persons who are medically indigent, other than persons who are the recipients of public assistance, have, to a very great extent, been carried financially by the voluntary general hospitals, with some assistance from the Welfare Federation and the Jewish Community Federation. This situation has placed the private hospitals in a position where they are becoming more and more financially distressed and unable to carry this public burden.

#### SUMMARY OF GENERAL CONCLUSIONS ON THE PROBLEM OF HOSPITAL CARE OF THE NEEDY SICK

No person who resides in the community should be denied medical care because of financial inability to pay for it.

Care must be taken not to force medically indigent persons onto permanent General Relief, solely because of what could be temporary medical indigencies.

The responsibility for caring for the medically indigent who are not on a public assistance program, and who are not otherwise eligible for public assistance, is a community responsibility and should not be disregarded, thus creating a situation wherein the private hospitals are forced into carrying a substantial part of this public burden. Some provisions, therefore, must be made within realistic and definable limitations to reimburse the voluntary general hospitals for expenses incurred in rendering this public service, otherwise, the present high quality of hospital medical service will suffer.

SUMMARY OF CONCLUSIONS WITH RESPECT TO ADEQUACY OF NURSING HOME CARE FOR PUBLIC WELFARE RECIPIENTS

This problem was referred to the Joint Committee on Nursing Home Care which had been established early in 1964 by the Central Planning Board. This Committee has not completed the entire charge due to complexities of the problems in this field but did submit major recommendations to be included as a part of this report.

The intent of the recommendations is to stress the necessity of relating reimbursement to standards in nursing homes, and the rate of reimbursement to the care required for the patient. They recognize the immediate need for more adequate reimbursement for public assistance clients in nursing homes and that a dollar figure must be set for this. They further recognize the related considerations to standards of care on which more work needs to be done.

RECOMMENDATIONS  
FOR  
IMPROVEMENTS IN PUBLIC WELFARE IN OHIO

WITH RESPECT TO ADMINISTRATION

1. The Welfare Federation should support the present consolidation of welfare programs within the Cuyahoga County Welfare Department. This includes the County Welfare Department as the administration for Aid to the Blind; Aid to the Disabled; Aid to Families with Dependent Children; Aid to Families with Dependent Children-Unemployed Public Child Welfare Services including Crippled Children's Services; General Relief for the County area, and General Relief for a majority of the cities in the County including the City of Cleveland provided for by contractual agreement.
2. Ohio laws should be amended to provide for a single welfare department in each county to administer all public welfare programs under supervision of the State Welfare Department including: Aid for the Aged; Aid to the Blind; Aid for the Disabled; Aid to Families with Dependent Children; Aid to Families with Dependent Children-Unemployed; General Relief; Soldiers' Relief and Public Child Welfare Services. In order to accomplish this objective the following actions with respect to administration will be required:
  - a) Those portions of the state law designating cities as separate General Relief areas should be repealed and the law amended to make the county the geographic area for the administration of General Relief.



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2) Care of reluctant will

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permanent relief - no one qualify for  
med. care

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(last con. on med. helping)

3) moving how - Remember standard

explanation - \$ 50+

4) Financing

measures benefit of for particular

This recommendation is basic to any long-term resolution of the problem of financing public welfare services including hospital and medical care of the indigent sick.

- b) Those portions of the state law designating the Soldiers' Relief Commission as the authority to administer relief to veterans should be repealed. This would remove the mandatory provision that such commissions may claim up to one-half a mill county tax funds for relief purposes. The Soldiers' Relief Commission should be empowered to continue to devote its time to the many other service functions now provided by the Commission for veterans and their dependent relatives.
- c) The state law should be amended to make mandatory the consolidation of the state administered Aid for Aged program with the county administered programs of Aid to the Blind, Aid for the Disabled, and Aid to Families with Dependent Children within county welfare departments as permitted by the Federal Public Welfare Amendments of 1962.
- d) The present statutes are adequate to permit the consolidation of the public child welfare services within the county welfare departments.

3. The Ohio law providing for a single county welfare department in each county to administer the various public welfare programs should include provisions that make mandatory the continuation of citizen advisory committees to the department and such committees should be appointed annually by the Board of County Commissioners.

Obviously, the recommendation for county take-over of responsibility should be staged in such a manner that financing, staff and facilities are adequate to assume responsibility.

WITH RESPECT TO SERVICES REQUIRED FOR REHABILITATION AND CARE OF NEEDY FAMILIES AND INDIVIDUALS

4. The administration of public welfare programs should recognize casework and other social services as essential parts of public welfare programs. The funds provided to the county welfare departments for administration and services should permit the employment of sufficient staff people with appropriate training for essential services to all recipients and applicants for aid.
5. The Ohio State Department of Public Welfare should immediately implement administrative regulations in order for Ohio to receive increased money available for services from the Federal Government. Under the Public Welfare Amendments of 1962, the Federal Government is authorized to pay up to 75% of the cost of rehabilitation services. (See Appendix pages 72a through 74a.) This requires the submission of a plan and approval of that plan by the Department of Health, Education, and Welfare. This implies that the caseload of public assistance would be reduced to 60 cases per worker as called for by these amendments. It is clear that current caseloads severely limit the expressed wish of the Cuyahoga County Welfare officials to extend what they know to be urgently needed services.

Not all cases are of a similar nature. As a suggested formula the possibility of the following case loads is submitted:



- a) A small group of graduate caseworkers would carry a caseload of 25 judged to be high priority cases. These cases would involve service to families whose problems proved to be the greatest hazards to children or whose capacity indicated the highest hopes of employability.
- b) A second group of caseworkers, who had received intensive in-service training, would carry 50 cases dealing with individuals and families whose problems constituted some hazards to children or whose capacities indicated some hope of employment.
- c) A third group of caseworkers carrying a caseload of 85 cases would offer services to the remaining recipients of the public assistance programs.

WITH RESPECT TO AID PAYMENTS AND STANDARDS OF ASSISTANCE

- 6. The percentage of aid paid should be increased to 100% of the prevailing standard budget for all programs, and the standards of assistance adopted by the State of Ohio in 1959, should be revised to conform with changes in consumer prices. The combination of federal, state and county funds made available to support the public welfare programs should be adequate to meet these standards.
- 7. Funds should be made available in such a way as to assure a constant level of aid payments and these levels should not be subject to reduction forced by fluctuating financial resources.
- 8. Physical ability and childlessness should not be a bar to relief if a person is in need and cannot find a job.

WITH RESPECT TO HOSPITAL AND MEDICAL CARE OF THE INDIGENT SICK

9. There should be created a Joint Commission on Medical Indigency to be jointly established by the Mayor of the City of Cleveland, President of the Cuyahoga County Commissioners and the presidents of the Mayors and City Managers Association, The Academy of Medicine, The Cleveland Hospital Council, and The Welfare Federation. The purpose of the Joint Commission would be to study, in depth, the question of ability of marginal income families to pay for hospital and medical care, and to propose and secure agreement on a system of eligibility criteria for the guidance of community financing agents, and for use in measurement of trends of this problem for year-to-year planning. Proposals should be made both with reference to in-patient and out-patient care of the medically indigent. Research resources of both the Welfare Federation and the Governmental Research Institute should be utilized.

The Joint Commission should give particular attention to criteria, policies and volume of need with reference to older people including the question of insurances as a resource.

The Joint Commission should be composed in such a way as to enlist the interest and participation of a wide variety of groups including industry and organized labor. The Commission should be created as an ad hoc committee to be disbanded on completion of its assignment.

10. As a minimum, persons who are recipients of some form of public assistance should be eligible for aid for out-patient care - at voluntary hospitals as well as at Metropolitan General Hospital - this in the interest of tapping available State-aid.

11. The City of Cleveland should be urged to abandon its policy of limiting General Relief assistance on account of medical indigency to persons whose incomes are no greater than the standard set for home relief grants (today 63% of State family budget standard). As a minimum, persons whose incomes are 110% or less of State family budget standard should be regarded as medically indigent, if they do not have savings which can be tapped without threatening future chronic dependency.
12. The Welfare Federation Board of Trustees should seek to develop new understandings with the County with reference to division of public and voluntary financing responsibility for financing care of the medically indigent with full recognition that there is a significant role for contribution funds to play, but that such funds should supplement rather than be a substitute for governmental funds. These understandings should be reached on the basis of work of the Joint Commission advised above.

WITH RESPECT TO NURSING HOME CARE FOR PUBLIC WELFARE RECIPIENTS

13. Every effort should be made by State authorities to raise nursing home standards in Ohio and to see that these are enforced.
14. The reimbursing authorities, primarily the Department of Public Welfare, should act immediately to establish standards for reimbursement of nursing homes that are realistic, with full recognition of the actual costs necessary to operate a licensed home. Reimbursement should be related to standards and adequate to meet them, but not in excess of services actually paid.
15. Reimbursement should be based upon care required by the patient and some system should be developed to do this. This might mean a base rate per patient with additive reimbursement based on extra services required.

16. Funds to meet these realistic standards should be increased, as a minimum, by \$80.00 per patient per month. The total increase appropriated should therefore be pro-rated among all the recipients in all classes of homes. This would provide the same ratio (of payment to approved standards) to all such recipients.

WITH RESPECT TO FINANCING

17. The Welfare Federation, local governmental bodies, and local civic groups should bring to the attention of the State Administration, in forceful term, the detrimental and disorganizing effect of the State's action in 1963, to reduce its share of the cost of General Relief. These bodies should work for adequate appropriation to make it possible for the State to pay its proper share of the costs.
18. The Public Welfare Laws of the State of Ohio should be amended in such a manner as to make possible a formula for the counties to share with the State a percentage of the costs of financing the non-federal portion of each of the public welfare programs administered by a single county welfare department.
19. Financial provisions should be made through each of the programs for hospital and medical care of recipients, both in-patient and out-patient, and for persons who qualify as medically indigent in order that vendors of such services can be reimbursed. The Welfare Federation should commit its support to the Commissioners for steps necessary to finance the volume of care required by application of realistic and reasonable criteria.

OHIO SHOULD SECURE MAXIMUM BENEFITS FROM FEDERAL FUNDS \*

20. Necessary changes should be made in Ohio laws and regulations to permit Ohio to secure maximum benefit from available federal funds. These to include:

- a) Removal of limitations in the existing ADC-U legislation to permit all needy children in families of the unemployed to qualify.
- b) Enactment of permanent Aid to Dependent Children-Unemployed legislation to secure maximum benefit from federal funds.  
(The present Ohio law expires in July, 1965.)
- c) Extension of the Aid to Dependent Children program to permit aid to continue to children removed by Juvenile Court order from the homes of their natural parents or relatives to foster family homes or child care institutions, public or private.
- d) Administrative consolidation of Aid to Blind, Aid to Disabled, and Aid for Aged programs to permit Ohio to earn federal funds available for health care of the blind and disabled.
- e) Ohio laws and administrative regulations relating to Aid for the Aged, Aid to the Blind, Aid for Disabled, Aid to Dependent Children, and Aid to Dependent Children-Unemployed should be amended in a uniform manner to:
  - 1) Make mandatory upon the agencies administering public assistance the provision of those services required to qualify for maximum federal financial

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\* See Appendix pages 72a through 74a for summary of amendments to the public welfare titles of the Social Security Act.

participation under existing Federal law.

(Maximum Federal participation in the cost of such services is 75%. Current Federal matching is at the rate of 50% in Ohio.)

- f) Ohio should provide state and Federal ADC funds for local communities to finance health care for ADC recipients and also ADC-U and thus relieve the present drain on local General Relief funds.

#### DISTRIBUTION OF PUBLIC UTILITIES EXCISE TAXES

- 21. The one-mill and sixty-five hundredths mill public utilities excise taxes collected by the State should go into the General Revenue Funds of the State and these monies along with other State collected revenues should be appropriated to meet the State share of cost of the public assistance programs.

#### STATE RESPONSIBILITY

- 22. The State should participate in financing Child Welfare Services as provided by law. Ohio and Indiana are the only two of the 50 States in which there are no state tax revenues for the support of Child Welfare Services. The costs of this program have mounted with the increase in the child population and the rise in the general level in the cost of living.
- 23. The State, from its General Revenue Funds, should provide appropriations to cover the cost of the difference between the total of funds available from Federal sources, the income derived for these programs from the public utilities excise taxes and the local percentage share of the cost as provided in recommendation 24.

24. The State Legislature should be convened annually to appropriate welfare funds especially in view of the unpredictable nature of the requirements.

COUNTY RESPONSIBILITY

25. The laws should be amended to provide that counties contribute a percentage share to cover the local portion of the cost of the public welfare programs. A fixed percentage base -- 10%, 15%, or 20% -- should be established for all programs and this adjusted upward or downward through the application of the following two factors:
- a) Fiscal ability of the county as measured by a test of total capacity such as:
    - 1) the county per capita tax duplicate relative to the per capita tax duplicate of the state as a whole; and
  - b) Degree of dependency in the county as measured by a test such as:
    - 1) the percentage of the county population receiving or eligible to receive public assistance;  
or
    - 2) the percentage of county families with incomes below \$3,000.
26. The law should be amended to permit local taxing authorities to prepare budgets on the same fiscal year basis as the State.
27. The carrying out of these recommendations will require additional money and this means that additional sources of revenue must be made available to the county. A report analysing the alternative sources of revenue will be available very soon from the Greater Cleveland Tax Policy Study



Commission\*, under the chairmanship of B. W. Maxey, Vice President, Glidden Corporation. This should be studied by the group charged with the implementation of these recommendations.

PUBLIC RELATIONS PROGRAM REQUIRED

28. A continuing program of public education should be supported by the Welfare Federation jointly with tax-supported agencies to alert the citizenry to the critical needs within public welfare. The Public Relations Committee of the Welfare Federation should be asked to assume responsibility for bringing the facts relating to the plight of public assistance families to the attention of the citizen public.

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\* Members of the Greater Cleveland Tax Policy Study Commission

B. W. Maxey, Chairman	Mrs. A. J. Filipic	Kenneth Nash
R. T. Baker	Cleveland Jackson	Herbert Strawbridge
James W. Day	Walter C. Kelley	Seth Taft
Henry DuLaurence	Sebastian Lupica	

APPENDIX

BIBLIOGRAPHY . . . . .	1a
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METHODS OF FINANCING PUBLIC WELFARE IN OHIO . . . . .	9a
SUMMARY OF MAJOR CONCLUSIONS ON WHICH RECOMMENDATIONS ON FINANCE WERE BASED FROM THE REPORT OF THE SUBCOMMITTEE ON FINANCE . . . . .	17a
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## M I N U T E S

Public Welfare Committee  
Jewish Community Federation

December 7, 1964, 12:00 noon  
In the Federation office

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ATTENDANCE: Irving Kane, Chairman; Jordan C. Band, Judge Victor Cohen, Judge Bernard Friedman, Maurice Maschke, Jr., Mrs Alex Miller, Elmer I. Paull, Rabbi Daniel J. Silver, Saul Stillman, Bennett Yanowitz. Guests: Mrs Sanford Arsham, Edward Bloomberg, Herman Eigen, Robert Ginn, Robert Merritt, David Rabinovitz, Leon Richman, Mrs Anne Schwartz. Staff: Bernard Olshansky, Henry L. Zucker, Sidney Z. Vincent, secretary.

The chairman opened the meeting by stating that although the committee has not met in several months, there has nevertheless been substantial activity during this period. Individual members of the committee have been closely identified with the work of the Cleveland Welfare Federation in public welfare, primarily in two areas of concern: ADC-U legislation (aid for dependent children of unemployed parents), and in helping to formulate the very extensive report on public welfare in Ohio that forms the primary item on the agenda for this meeting. He added that this procedure is in line with the general mandate of the committee, whose busy membership will be called upon only when matters of unusual importance are to be decided. Individual committee members will, however, continue to be asked to contribute their capabilities and energies largely through the medium of active cooperation with the Cleveland Welfare Federation and its Committee on Public Assistance.

A matter of extreme importance has now arisen requiring committee action, with the preparation of a report and recommendations by the Committee on Public Assistance of the Cleveland Welfare Federation on the broad subject of public welfare in Ohio. He expressed his satisfaction that it had been possible for Robert Ginn, chairman of the Federation Committee on Public Assistance, to be present and make the report and answer questions by our committee members as a preliminary to the policy decision that would have to be made: Shall the Jewish Community Federation's Committee on Public Welfare recommend to the Board of Trustees that it join the Cleveland Welfare Federation in endorsing the report on public welfare in Ohio? He then called on Mr. Ginn to present a summary of the report and recommendations of his committee.

### REPORT OF ROBERT GINN

Mr. Ginn prefaced his report by paying tribute to the Jewish Community Federation's Committee on Public Welfare and the substantial contribution that had been made by its membership to the thinking of the Cleveland Welfare Federation on this crucial topic, pointing out by way of illustration that three of the six subcommittees that had worked on various phases of the report had been chaired by members of the Jewish Federation's committee. He then reviewed in detail the

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report that had been prepared, highlights from which follow:

1. Administration - The six programs of public assistance in Ohio are presently a hodgepodge of unrelated programs, variously supported by the federal government, the state, the county, and the city. Each program grew up in response to particular needs without reference to other programs. There is also great disparity from county to county both in needs and in resources to meet those needs, with resultant dramatic variations in the amount of payments available under the various programs. Moreover, the general level of assistance in all programs is painfully inadequate, with support varying from 63% to 100% of what the state itself had decided five years ago was a minimum level required simply to provide basic food and shelter. No account has since been made of the erosion due to the advancing cost of living, nor are professional services provided for adequately.

2. Care of indigent sick - Unless a person is formally qualified for public assistance, counties will not provide support for medical needs. As a result, those sections of the population barely above the minimum subsistence level, who are therefore not eligible for public assistance but are nevertheless in no position to pay the extra expenses of medical care, become "medical indigents", whose expenses are now borne by private hospitals. It was the sense of the committee that such needs form a community responsibility and should not be a burden on the private hospitals. In addition, if the county pays such bills, 50% matching funds from the federal government become available.

3. Nursing Homes - The present support of \$170 to \$180 a month is far below the amount required to provide decent care at nursing homes and, moreover, no distinction is now made between purely custodial care and those cases that demand intensive services. The result is a dismaying lowering of standards in cases that require more than routine care.

## RECOMMENDATIONS

Following this analysis, Mr. Ginn turned to the specific recommendations of his committee, as follows:

### 1. Administration

All welfare programs within the state should be organized under the unified and central direction of the county, even if certain contractual relationships are required as between the county and the city. The state would retain general supervision but the day by day operation would be consolidated under a single county administration. In addition, the special half mill tax now reserved to veterans under the direction of the Soldiers and Sailors Commission should be abolished, with the Commission restricted to providing services rather than being empowered to levy its own separate funds.

### 2. Rehabilitative Needs

The case load of social workers should be reduced to the point where only 60 clients would be served. This situation would have a double constructive effect: It would make possible more intensive

social work services as contrasted with a perfunctory monthly visit, thus enabling the worker to solve some of the complex problems involved, with resulting fiscal and human dividends to the community. In addition, the federal government provides 75% of matching funds in those cases where social workers carry a load of no more than 60 clients.

Mr. Ginn added that distinctions could be made among cases so that the more complicated cases could be handled in the fashion he had outlined, leaving the less skilled social workers to provide service to larger numbers of people who require relatively minor servicing.

### 3. Level of Assistance Standards

Once the state has established a minimum standard of support, there should be no lowering beyond that basic standard, as is now the case. Standards should be revised periodically to keep them in line with changes in living costs. Perhaps most important, financing for such programs should not be on an "end of the line" basis, with the percentage of support determined by the amount of funds that are available after all other needs are met. Rather, since only minimum standards are being met, this responsibility should be a prime obligation on the state and not depend on the available monies. He added that human need should be the test of public assistance and not whether one is physically able to work or whether one has children, since under present conditions, it is possible for people to be desperately in need without being able to find employment - or having children.

### 4. Medical Care for the Indigent

A Commission should be established under broad sponsorship whose aim would be to work out procedures so that responsibility will be placed where it belongs - on the entire community rather than on private hospitals for the medical care of the indigent.

Recipients of public assistance should be eligible for outpatient care at all hospitals rather than being restricted to county hospitals, since there is 50% reimbursement from the state for such service.

There should be a change in standards for public support so that those having income up to 110% of minimum standards should be eligible for such medical assistance.

### 5. Nursing Homes

The state should raise reimbursement for such homes so as to make possible decent care and should be particularly sensitive to increases indicated by the intensity of care required. Once having taken these steps, standards should be more rigorously enforced.

### 6. Financing

This section implements all other sections of the report and is therefore of crucial importance. The general principles underlying

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this section are:

To provide more equitable distribution of responsibility throughout the state, thus correcting the present tendency to place extremely heavy burdens on certain counties while others have almost no responsibility, because of the vast variety in both resources and needs from county to county. The general principle should be that each county should pay its proportionate share of the expenses, modified by the needs in a particular county and the resources as reflected in the tax duplicate.

To make appropriate changes so as to enable the counties and the state to take full advantage of the federal funds available, as in the ADC-U program. The general aim ought to be to "graduate" as many people out of the poor relief programs as possible into other programs where funds are more readily available and where rehabilitated services are more possible. Specifically, the present public utilities tax should go to the state for distribution in accordance with the principles already outlined, rather than being made directly available to the counties, with resultant inequities.

Mr. Ginn concluded his report by alluding briefly to various other suggestions for improvement, such as coordinating the fiscal years of counties and the state, and recommending that there be annual meetings of the General Assembly so that continual check can be made on welfare problems.

He stated that the entire program would involve increased costs but it had not as yet been possible to attach specific dollar figures to the various recommendations. Undoubtedly the result of the program would be to increase the costs more for those counties that had not as yet been picking up their fair share of the responsibility, but would press less heavily on those counties which had already taxed themselves heavily and were nevertheless unable, because of the great needs, to meet all their obligations.

## DISCUSSION

An extensive discussion period followed Mr. Ginn's full report. A number of committee members inquired not only as to the substance of the program but as to means of implementation. Particular stress was placed on the need to involve groups throughout the state in the coming campaign for improving public welfare administration in Ohio, rather than limiting ourselves to Cuyahoga County. A number of committee members outlined the many procedures that would be required if an effective campaign is to be launched.

In the discussion, it became clear that the program as suggested was not designed primarily with political procedures in mind, but represented general guidelines for improving the public welfare situation.

Mr. Ginn stated that the Welfare Federation has endorsed the recommendations in principle and would soon set up an implementation committee seeking to achieve the specific objectives of the program. As yet, however, there was no endorsement on any specific piece of legislation.

(Dec 7, 1964)

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Rabbi Silver reviewed the history of attempts to bring more order out of the public welfare chaos and expressed his satisfaction that our state is evidently slowly maturing to the point where it is prepared to consider meeting its fair responsibilities. He urged strongly that religious groups and federations put themselves on record as backing the suggested program as one important step looking toward final implementation.

After some further consideration, Mrs. Miller moved that the Committee on Public Welfare recommend to the Board of Trustees of Federation endorsement in principle of the report and recommendations on public welfare in Ohio, as prepared by the Committee on Public Assistance of the Cleveland Welfare Federation. The motion was unanimously passed.

Mr. Zucker emphasized that in addition to approving the particular program as recommended, there was a great need to deal with the substance of the problem, going beyond administration. The crucial fact, he stressed, was that standards in the state have deteriorated badly and it would require the energy and resourcefulness of all agencies to push effectively in the direction of meeting human standards far more effectively than had become the case recently. Leadership, he felt, required self education and following that, a full program of implementation. There was general agreement with Mr. Zucker's thesis.

#### CONFERENCE ON RELIGION AND RACE

Mr. Vincent very briefly outlined the present situation facing the Cleveland Plan for participation under the Economic Opportunities Act, pointing out that there was essential differences among the three religious groups on the complex problem of involvement of the poor in the program. He stated that this question would undoubtedly soon form a necessary charge upon the time of the committee.

The meeting adjourned at 1:45 p.m.

Respectfully submitted,

Sidney Z. Vincent  
Secretary



Joint Statement on Morse-Perkins Bill  
by  
American Jewish Congress  
Jewish Labor Committee  
Jewish War Veterans of the U.S.A.  
National Council of Jewish Women  
Union of American Hebrew Congregations  
United Synagogue of America

Having long been champions of public education and advocates of large scale federal financial assistance in its support, we welcome the aid features of the legislation proposed by President Johnson in the Morse-Perkins Bill now before the Congress insofar as these aids relate solely to the support of public education.

We support those features of the bill, and would like to look upon them as a promise of greater and more nearly adequate federal aid in the future for public education and for impoverished areas. Unfortunately, these features are joined in this bill with other provisions that we regard as harmful.

In our view, some of these provisions, if enacted, would gravely endanger the future of our public schools, violate the constitutional prohibition of public support of religious institutions and enterprises, and be productive of strife and conflict among our people.

Therefore, we call upon the Congress to make the following changes in the bill:

1. Provide for judicial review in the federal courts of the constitutionality of its provisions and its administration, by any public school board.
2. Place exclusive control of the administration of federal grants or programs and of the distribution of materials under the bill in the hands of wholly public agencies.
3. Omit provisions for direct or indirect grants for the acquisition of textbooks and other instructional materials for loan to pupils and teachers in religiously controlled schools.
4. Remove mandatory requirements for participation by religious and other non-public agencies in control or direction of programs for which funds are allocated, such as the supplementary educational centers provided by the legislation.
5. Eliminate any requirement that public schools participate in any dual enrollment or shared time programs as a condition of receiving a federal grant.

ANTI-DEFAMATION LEAGUE  
OF B'NAI B'RITH

FEDERAL AID TO EDUCATION AND SHARED TIME

The ADL recognizes the urgent need for the passage of an extensive federal aid to education act and supports such aid of public schools. The ADL re-affirms its opposition to the use of public funds in aid to sectarian schools at the primary or secondary level.

The ADL opposes any public educational program which may result in the exposure of public school students to sectarian influence, the religious segregation of students, or religious influence on the curricula, textbooks, teaching methods or teaching materials, or which in any other way adversely affects the independence and integrity of the public school system.

We therefore urge that in any shared time or other proposals, including proposals contained in S. 370-H.R. 2362, specific standards and safeguards be incorporated to guarantee the above principles.

The above resolution was adopted by the National Commission of the Anti-Defamation League of B'nai B'rith on Sunday, February 7, 1965.

VII. PUBLIC WELFARE REPORT (Sidney Z. Vincent reporting)

Mr. Galvin noted that the Cleveland Welfare Federation has recently completed a comprehensive study of public welfare in this state and county and has recommended a number of measures to put public welfare on a sounder basis. Its report calls for legislation which would result in a complete reorganization of Ohio's public welfare administration and would bring about significant changes in the financing of public welfare. A number of Federation representatives participated in this study. They included: Irving Kane, Rabbi Daniel Silver, Eugene Freedheim, Sidney Vincent and David Rabinovitz.

The Welfare Federation is now asking the endorsement of the Jewish Community Federation and its assistance in implementing the recommendations of the report. It was considered by the Federation's Public Welfare Committee on December 7 and will probably be presented to the Board of Trustees at its January meeting. The matter was being discussed at this SAC meeting because of its great significance to the total community and to the Federation's member agencies. He introduced Sidney Vincent to discuss the report.

Mr. Vincent commented on the enormous dimensions of the problem of public welfare and of the confused situation that prevails. He indicated that there are at least 8 completely separate programs under the umbrella of public welfare in this state. Each was begun at a different time, for different reasons, under different auspices and financing. Each has been amended a great many times. When one considers that there are 88 counties in the state, one can recognize that there are more than 400 relatively autonomous public welfare programs operated in Ohio.

The level of assistance is low and introduces tremendous hardships to welfare recipients. Based on a minimum standard in 1959 of \$200 per month for a family of four, the present level of support is only at 70% of this standard. The inadequacy of this level is underscored by the fact that the Federal Government has defined poverty in terms of income under \$3,000 per year for a family of four.

Services also are poor under the present administration of public welfare. Workers carry case loads of up to 125 cases. Even if they had the expertness to deal with all of the problems presented, there would simply be no time to give them the attention they need. This is especially unfortunate inasmuch as the Federal Government would now pick up 75% of the cost if case loads were brought down to an average of 60 per worker.

The problem of hospital financing, as reflected in the services hospitals give to the medically indigent, were considered. Under present administration the cost of people, not eligible for public assistance but unable to pay the cost of medical care, is borne by the private hospitals. The only way in which out-patient care for poor people will be paid for by a public body is if they go to Metropolitan General Hospital; otherwise the private hospitals must meet the full cost of out-patient care as well.

Allocations for public welfare are generally among the last items considered in the development of public budgets. The committee felt that there was something basically wrong in the system where human needs are considered last after all other needs were taken care of, especially in view of the fact that sufficient funds are never available. In this connection, the inequities of applying

public utilities taxes in the counties in which the utilities are located, rather than according to the needs in different counties, was felt to introduce serious inequities.

In recognition of the above, the committee recommended that all public welfare programs be put under county administration. This, it was felt, would provide better planning. It would also make easier the reassignment of people from the general relief load to other categories in which they could be better served.

The committee recommended that cases should be intensively surveyed to determine what is needed in each instance and to assign cases to workers according to their skills, and with reference to the types of care most appropriate to the clients.

It was recommended that standards should be set for a minimum level of living and revised each year to reflect changes in the economy.

It was recommended that a blue ribbon committee be set up to consider problems of hospitals in depth. Interim recommendations were made to cover up to 110% of the level of eligibility for public assistance to begin to meet the problems of the medically indigent; also to cover the total cost of out-patient services.

The level of payments to nursing homes should be increased, and they should be reimbursed according to the quality of service rendered.

New formulas for financing should be set up to establish a base rate of support as between state and counties, with the state covering a greater portion of the cost. There should be adjustments based on the needs within the counties. Also, the public utility tax should go into a common state fund and be distributed according to the requirements of local counties. There should be more use made of Federal funds which are available to support public welfare programs.

The problem at this time is to convert these recommendations into a legislative program which has a reasonable chance of being put into effect. A committee on implementation has been appointed by the Welfare Federation under the chairmanship of Robert Ginn and vice-chairmanship of Eugene Freedheim.

Questions raised during the discussion had to do with steps taken to coordinate our efforts with that of other Jewish federations; also with actions taken by Cleveland lobbying groups such as the Chamber of Commerce and the Citizens' League. There has been communication with other federations and it is likely that the Cleveland lobbying groups will be in favor of the proposed changes. The problem is that Cleveland is not as influential in the state legislature as it should be, and it is probable that the support of communities like Cincinnati and Columbus will be crucial in enacting legislation. Efforts have been made to secure cooperation from many different groups in these other communities. In response to a question as to the specific actions which individuals might take, it was noted specific legislation has not yet been submitted and that probably it would be well to hold individual action until details of proposed legislation become known.

Questions and comments were raised about the activity of the Legislative Services Commission of the Ohio Legislature and of the Ohio Citizens' Council. In this connection it was noted that there has already been considerable activity to get

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legislation of the type being discussed. It was recognized that the Governor is a key person in this whole matter; if an administration bill could be submitted which reflects the types of changes being recommended, the changes of enacting legislation would be greatly improved. It was also suggested that this report should be called to the attention of each member agency, and the suggestion was made that agencies take advantage of the Speakers' Bureau being set up to explain the public welfare report.

Notice was also taken of the Poverty Program which is an extremely important and closely related matter. Concern was expressed over the fact that in Cleveland the chances of putting the Poverty Program into effect are being hampered by local differences as to its organization.

There was discussion of the effect of the proposed changes on services to the aged. It was noted that the report recommends increase of support to a minimum level of \$250 per month, and this was welcomed. However, reservations were expressed about the implications to philanthropic homes for the aged of transferring administration to the counties. There was some fear that this would result in downgrading programs for the aged, particularly in Cuyahoga County where the attitude has been that philanthropic homes are in a good position to assume a share of the responsibility which should be borne by the public agency. Mr. Galvin reported that this point had been called to the attention of the Welfare Federation by Mr. Bram and that his suggestions have been most helpful in clarifying some of the problems which should be dealt with. He encouraged further activity of this sort by representatives of member agencies and others who might see features of the report which require attention of this kind.

Upon a motion by Mr. Richman, duly seconded, it was voted to endorse the Public Welfare Committee's recommendation that this report be approved by the Federation.

Meeting adjourned.

Respectfully submitted,

Bernard Olshansky, Secretary

C-O-P-Y

March 13, 1953

Senator Fred W. Danner, Chairman  
Commerce and Labor Committee  
State House  
Columbus, Ohio

My dear Mr. Danner:

I have been informed that the Commerce and Labor Committee of the Ohio Senate will hold a hearing on the night of March 18 on the fair employment practices measures that have been introduced for consideration. Unfortunately, I shall be out of the state on that date, and I should like to take this means of indicating to your committee my position on this important legislation.

In my judgment, enactment of fair employment practices legislation of the type already operative in eight states of the Union would constitute a most appropriate Ohio contribution in our sesquicentennial year to the preservation and extension of American democracy. We, as a nation, are in an inescapable position of leadership in the world and, as leaders, we must demonstrate that our declaration of equal and fair treatment for all mankind is backed up by concrete acts. We cannot afford dangerous gaps between our profession and our practice.

FEPC, as I understand it, helps to close this gap. It provides an effective tool to help assure that men will be hired and promoted on the basis of their ability, thus helping to realize more fully the prized American ideal of freedom of opportunity. To refuse employment solely on the irrelevant basis of color, creed or national origin violates our American and our Judeo-Christian traditions, both of which prize above all the worthwhileness of the individual.

Experience in other states over the past eight years indicates that FEPC can work reasonably and effectively, without damage to business or labor. I, therefore, wish to join the many leaders of the Protestant, Catholic, and Jewish faiths who visualize passage of fair employment practices legislation as one of the ways by which we in America carry on our democratic and religious heritage of social justice.

Most cordially yours,

ABRA HILLEL SILVER

Rabbi Silver sent a similar letter to:  
Rep. Horace W. Troop, Chairman,  
Industry and Labor  
State House  
Columbus, Ohio

1/14/65

Outline for Public Assistance Information Project - Speech on Public Assistance

Origin of the Welfare Federation's Study

Due to the gravity of conditions in public assistance, the Central Planning Board of the Welfare Federation decided to authorize a Committee on Public Assistance, late 1963. The Committee was charged to examine existing practices and conditions in public assistance in Ohio and to suggest courses of action in time for the 1965 State Legislature.

INTRODUCTION

WHAT IS PUBLIC WELFARE IN OHIO

The term "public welfare" refers to the various tax-supported programs either state or locally administered and to the various federal-state-locally financed programs which involve direct assistance to the needy.

<u>CATEGORIES OF PUBLIC WELFARE</u>	<u>ADMINISTERED BY</u>	<u>SOURCE OF FINANCE</u>
1. Aid for Aged	State of Ohio	Federal-State
2. Aid for Blind	Counties in Ohio	Federal-State-County
3. Aid to the Disabled	Counties in Ohio	Federal-State-County
4. Aid to Families With Dependent Children	Counties in Ohio	Federal-State-County
5. Aid to Families With Dependent Children- Unemployed	Counties in Ohio	Federal-State-County
6. General Relief	Counties or Cities	State-County-Cities
7. Soldiers' Relief	County Soldiers' Relief Commissions	County
8. Public Child Welfare Services	Counties in Ohio	County (Except for small amount of Federal funds for specific purposes.)

The first five aid categories listed above were originated with the Social Security Act adopted by Congress in 1935, and by subsequent amendments. Enabling legislation is required in order for each state to participate in these Federal programs. The existing General Relief statutes were enacted by the Ohio Legislature in 1939, subsequently modified by legislation and administrative actions. Soldiers' Relief dates back to the period following the Spanish-American War. The Ohio Public Child Welfare Services Act was adopted by the Ohio Legislature in 1945, and subsequent amendments have been enacted.



## I. Financing Public Welfare in Ohio

Public Welfare in Ohio is financed through unsystematized, complex and varied combinations of federal, state, and local funds.

The methods for determining the state and local proportionate share of public welfare costs has little or no logical relationship to ability to pay, to actual needs or to administrative responsibility.

## II. Inadequate Aid Payments and Standards of Assistance

The subcommittee studying the standards was dismayed at the low level of grants and negative impact they must have on quality of living of the 68,000 persons (including 33,000 children) in Cuyahoga County who are dependent on public assistance programs for subsistence.

The state standard budget is the bare minimum that an individual needs to maintain health and decency. The standards in effect in Ohio are based on 1959 prices which are lower than current consumer costs. Thus even 100% of the 1959 standard budget is below the bare minimum needed by public assistance clients.

Moreover, aid payments in effect range as low as 70% of the 1959 standard. They are 70% for General Relief recipients; 70% for Aid to Dependent Children families; 95% for Aid to Disabled recipients; 100% for Aid to the Blind; and 100% for Aid for Aged recipients. There are no valid justifications for these discrepancies.

Although the federal food stamp program has provided some additional food for people on public assistance, the present low level of payments does not allow sufficient money for the other necessities of life.

Furthermore, able-bodied single persons as well as childless couples are not eligible for any assistance regardless of need.

## III. Lack of essential services required to rehabilitate and help people who could become self employed and prevent further problems in other people on public assistance

A rehabilitation program for people who are on public assistance cannot be successful when the average Cuyahoga County Welfare worker has far too many cases to work with, an average of 135 cases.

The Cuyahoga County Welfare Department and the local Aid for Aged Office has less staff in relation to its responsibility than any other social agencies in the County.

## IV. Problems of Paying for the Medically Indigent

Most of the people on public assistance and others who cannot afford medical care go to general hospitals. Since 1959, the city and county governments have not paid for a substantial number of these people. As a result (of assuming the costs of paying for many of these people) the voluntary hospitals are facing a financial crisis.

## V. Nursing Home Care

The lack of adequate standards and financing is a serious problem of nursing homes in Ohio.

## VI. Recommended Needed Changes

### 1. PAYMENTS AND STANDARDS

Payments to recipients should be increased to 100% of the prevailing standard budget for all programs. (Current 63% and 70% payments mean

some families with children must try to live on \$130 a month.)

Standards of assistance, adopted by the state in 1959, should be revised to conform with changes in consumer prices.

Each person in need who cannot find a job should be eligible for assistance, regardless of any such factors as physical ability or childlessness.

## 2. SERVICES

Rehabilitation and other services must accompany financial assistance if any substantial portion of the nearly 350,000 persons now receiving public aid in Ohio are ever to become independent, self-supporting citizens.

The Federal Government will pay up to 75% of the cost of such services, if caseloads are reduced to 60 cases per worker. The Ohio Department of Welfare should move immediately to take full advantage of these funds.

Although caseworkers are in short supply, not all cases require equally intensive service.

Thus the Federal requirement could be met if a formula similar to the following were adopted:

- (a) A small group of graduate workers would carry caseloads of 25 high priority cases--those in which family problems are most threatening to children, or whose capacity indicates highest hopes of employability.
- (b) A second group of workers, who had received intensive in-service training, would carry 50 cases, whose problems constitute some hazard to children or whose capacities indicate some hope of employment, or whose individual problems require special service.
- (c) A third group of workers carrying 85 cases would handle all other clients.

The rehabilitative effects of intensive casework were dramatically demonstrated in the Cuyahoga County Welfare Department's Special ADC Project, where it was found, among other things, that the percentage of re-applications from clients served in the project was half the percentage experienced in the regular caseload.

## 3. CARE OF INDIGENT SICK

No person should be denied medical care because of inability to pay for it. At the same time, no person should be forced onto permanent relief in order to qualify for medical care.

Present arrangements for care of the medically indigent are unrealistic, unworkable, and unfair to the voluntary general hospitals, whose financial situation has become so acute as to threaten their high quality of service.

Care of the medically indigent is a responsibility of the entire community. A Joint Commission on Medical Indigency should be established by the mayor of Cleveland and the presidents of the Board of County Commissioners, Mayors and City Managers Association, Academy of Medicine, Cleveland Hospital Council, and the Welfare Federation, to study this problem and develop a plan of solution.

#### 4. NURSING HOME CARE

The Department of Public Welfare, and other reimbursing authorities, should act immediately to establish realistic standards for reimbursement of nursing homes for care of public welfare recipients, taking into account actual costs of operation.

Funds to meet these standards should be increased by an average of at least \$80.00 per month per patient, distributed among all recipients in all classes of nursing homes according to need.

The intent of these recommendations is to stress the necessity of relating reimbursement to standards in nursing homes, and the rate of reimbursement to the care required for the patient.

#### 5. ADMINISTRATION

Ohio law should be amended to provide for consolidation of all public welfare programs into a single County Welfare Department in each county. (There are now more than 400 different welfare programs in the 88 counties.)

Each county department could then administer all of the following programs: Aid for Aged, Aid to Blind, Aid for Disabled, Aid to Families with Dependent Children (ADC), Aid to Families with Dependent Children-Unemployed (ADCU), General Relief, Soldiers' Relief, and Public Child Welfare Services.

The law designating cities as separate General Relief areas should be repealed.

The law designating the Soldiers' Relief Commission as the authority to administer relief to veterans should be repealed, permitting the Commission to continue other important services it now provides to veterans and their families.

County take-over of responsibility should be staged in such a manner that adequate financing, staff and facilities are available to do the job.

#### 6. FINANCING

Ohio welfare laws should be amended to provide all of the following improvements:

- (a) A formula for counties to share with the state a percentage of the costs of the non-federally-aided welfare programs. Such a fixed percentage, 10%, 15%, or 20%, could be adjusted by applying such factors as the county's per capita tax duplicate, as compared with that of the state, and the county's degree of dependency, as measured by the percentage of people receiving public assistance or with incomes below \$3,000.
- (b) Restoration of grants to 100% of health and decency standards.
- (c) Repeal of authority for Soldiers' Relief Commission to claim one-half mill of county revenue.
- (d) Transfer of 1-mill and .65-mill utility excise tax proceeds into the state's general fund, from where, with other revenues, these funds should be appropriated to meet the state's share of public assistance programs.

- (e) Maximum benefits from all available federal funds.
- (f) Additional sources of revenue for the counties.
- (g) Sufficient appropriations from the state's general fund to cover the difference between the total of federal and local percentage shares, and the amount required.
- (h) Annual sessions of the State Legislature to appropriate welfare funds.

## VII. Courses of Action

- (a) Help the general public become informed about Public Welfare.
- (b) Urge the State Legislators and Administrators to increase all public assistance payments to 100% of a minimum standard of health and decency which conforms with current consumer prices. Additional funds from the Federal Government which accrue to the State as a result of transfer of General Relief families to Aid to Dependent Children - Unemployed and other changes proposed by the State Administration will provide some of the money needed to increase the standards. The remainder of the needed state funds for increasing standards should be appropriated by the 1965 legislature.
- (c) The County Commissioners should also be urged to use additional federal funds to increase the local payments of all public assistance recipients to 100% of a current minimum standard of health and decency which conforms to consumer prices. The additional money needed for increasing payments should also be appropriated.
- (d) The Mayor and the City Council should be urged to use savings which accrue to the City as a result of transfer of General Relief families to ADCU be used for:
  - (1) Reinstatement of needy employable single persons and childless couples as eligible for General Relief.
  - (2) Increase standards of General Relief families to 100% of a minimum standard of health and decency which is consistent with current consumer prices.



# THE JEWISH COMMUNITY FEDERATION OF CLEVELAND

1001 HURON ROAD • CLEVELAND, OHIO 44115 • TOWER 1-4360

President M. E. GLASS Vice-Presidents EMIL M. ELDER LEONARD RATNER WILLIAM C. TREUHART  
Treasurer MAURICE SALTZMAN Associate Treasurer ALEX MILLER Executive Director HENRY L. ZUCKER

STEIN

Rabbi Daniel J. Silver  
The Temple  
University Circle and Silver Park  
Cleveland, Ohio 44106

Dear Rabbi:

As I hope I indicated on the phone the other day, we are in the process of reconstituting all Federation committees. As the new chairman of the Public Welfare Committee with none of the heavy restrictions imposed by Kane (and I shall tell him that directly) you are fully entitled to give the committee roster any needed overhaul. I am therefore enclosing a list of the present membership and I would like to forward any suggestions you might have for change to Dave Myers.

I think Sidney Lewine is the only member of the committee who has never attended any meeting, and the lineup as a whole still seems fairly good, although Nathan Cohen and Dave Rabinovitz have left town and changes in their position will necessitate putting Dave Myers in as ex-officio and possibly putting Mike Glass<sup>as</sup> a regular committee member.

For various reasons we would suggest your consideration of the names of Betty Mintz, Sidney Zilber, Raphael Silver and William Goldfarb for consideration as new appointees. At your convenience I will be happy to discuss this whole list with you.

Cordially,

Sidney Z. Vincent  
Associate Director

January 26, 1965

PUBLIC WELFARE COMMITTEE  
1963

Irving Kane, Chairman	3139 Kingsley Rd	(22)	SK 1-7977
Rabbi Daniel J Silver, Vice-Chairman	The Temple	( 6)	SW 1-7755
Jordan C Band	1130 Keith Bldg	(15)	MA 1-8400
Rabbi Armond E Cohen	3325 Euclid Hts Blvd	(18)	ER 1-2244
<del>Dr Nathan E Cohen</del>	Western Reserve University	( 6)	CE 1-7700
Judge Victor Cohen <i>Common Pleas</i>	<del>Criminal Court 1560 E 21</del>	(14)	<del>PR 1-0660</del>
Joseph E Cole	5777 Grant Ave	( 5)	BR 1-4000
Mrs Jerome N Curtis	17607 Fernway Rd	(20)	WA 1-5427
Eugene Freedheim	800 Natl City E 6th Bldg	(14)	MA 1- <del>5720</del> <i>621-0158</i>
Judge Bernard Friedman	Common Pleas Court	(14)	CH 1-2700
Harold Galvin	807 Natl City Bank Bldg	(14)	CH 1-3715
Robert D Gries	18200 S Woodland	(20)	SK 2- <del>1242</del> <i>44-027</i>
Sheldon Guren	1114 Hippodrome Bldg	(14)	SU 1-8550
Philmore J Haber	1090 Union Commerce Bldg	(14)	MA 1-7090
Frank E Joseph	1750 Union Commerce Bldg	(14)	MA 1-5800
Sidney Josephs	616 The Arcade	(14)	TO 1-2323
Dr Maurice Klain	Western Reserve University	( 6)	CE 1-7700
Rabbi Arthur J Lelyveld	23737 Fairmount Blvd	(21)	HO 9-1330
<i>Waples</i> Sidney Lewine	Mt Sinai Hosp.-University Circle	( 6)	SW 5-6000
Maurice Maschke, Jr	3611 Payne Ave	(14)	HE 1-0035
Howard M Metzenbaum	700 Union Commerce Bldg	(14)	PR 1-4515
Mrs Alex Miller	2958 Fontenay Rd	(20)	WY 1-5732
David N Myers	2300 W Third St	(13)	PR 1-0345
Elmer I Paull	1001 Union Commerce Bldg	(14)	<del>PR 1-2700</del> <i>21-362</i>
Ezra Z Shapiro	540 Natl City Bank Bldg	(14)	CH 1-3737
Saul Stillman	3619 Blanche Ave	(18)	MA 1-5416
William C Treuhaft	10701 Shaker Blvd	( 4)	SW 1-1900
Lawrence H Williams	831 Soc. Natl Bank Bldg	(14)	MA 1-6784
Bennett Yanowitz	<del>1100 Marshall Bldg</del> <i>1040 Leader Bldg</i>	(13)	<del>781-5222</del> <i>mai-7933</i>

Sidney Z Vincent, Secretary

M E Glass, ex-officio

~~David Rabinowitz~~  
Henry L Zucker

*[Signature]*

Dean Stein

→ 7.10.63 2.00

Ry

William Caldwell

*See well*

TESTIMONY OF RABBI RICHARD G. HIRSCH  
REPRESENTING THE COMMISSION ON SOCIAL ACTION OF REFORM JUDAISM  
BEFORE HOUSE COMMITTEE ON EDUCATION AND LABOR

ON H. R. 2362

FEBRUARY 1, 1965

I am Rabbi Richard G. Hirsch, Director of the Religious Action Center, Union of American Hebrew Congregations. I appear in behalf of the Commission on Social Action of Reform Judaism, a joint instrumentality of the Central Conference of American Rabbis and the Union of American Hebrew Congregations. Other national agencies which are members of the Commission on Social Action are the National Federation of Temple Sisterhoods, the National Federation of Temple Brotherhoods, and the National Federation of Temple Youth.

I last appeared before this committee in support of the Economic Opportunity Act. It is a privilege to appear again in support of the broad principles of federal aid to education and improvement of educational opportunities.

Our constituent agencies have not had adequate time to formulate positions on all aspects of H. R. 2362, the bill before this committee. I therefore speak to you within the framework of positions previously taken by our groups. We have long affirmed the centrality of education in the development of human beings. A resolution passed by the General Assembly of the Union of American Hebrew Congregations in November, 1963, states:

"In keeping with our Jewish tradition, which declares study to be a divine command, we maintain that education is not only a personal or a local, but a national problem. . . . Because public education is essential to the preservation of democracy, we support the enactment of legislation offering more extensive federal assistance."

We commend President Johnson for placing federal responsibility for improving education at the top of the nation's agenda. However, we are concerned that in our nation's desire to raise educational standards and ameliorate conditions of poverty, we may trample on precious principles and diminish cherished institutions.

This legislation raises serious questions of public policy which deserve careful deliberation before precedents are established from which it may be impossible to withdraw. A Great Society must adhere to great principles. The following should be of special concern:

1. Separation of Church and State

Our organizations are deeply committed to religious liberty and to the majestic concept of separation of Church and State. We maintain that tax monies should be used for public schools only and should not be siphoned off to Jewish, Catholic,



Protestant, or any other schools under religious auspices. We believe that this tradition of separation is the mandate of the Constitution, the lesson of history, and the absolute pre-condition to religious liberty and interfaith harmony.

This bill includes precisely the kind of aid to religious institutions which President John F. Kennedy stoutly rejected as violative of our constitutional liberties. Why did the two education bills submitted by President Kennedy fail to pass Congress? There were undoubtedly many factors, but chief among them was the opposition of those who refused to support legislation unless aid was given to private as well as public schools. Last year's opponents of federal aid to education are among this year's supporters. We must ask why. Have they suddenly altered their position? Not from the statements made in public and before this committee, where they steadfastly continue to maintain that federal aid should go to non-public schools "as a matter of justice." Obviously, they must find in this bill a means of achieving their original objective -- if not entirely, then in part; if not immediately, then eventually.

Conversely, many of the groups which heretofore refused to support legislation if aid were given to private education, have now endorsed this bill. For them, this year's urgent public school needs have taken precedence over last year's reluctance -- and they are now willing to yield in their opposition to federal support of private education.

We deceive ourselves as a nation if we use semantics to conceal what has actually occurred. Both the language of the bill and the language of those who support it tend to create the illusion that it is the child, not the school, to which federal aid is to be given. However, in the guise of aiding the child, this bill does aid the school. Merely to insert language directing that tax monies be "for the use of children and teachers" rather than for schools does not change the essential character of the recipient or of the use to which the money is put. Everything connected with any educational system is "for the use of children and teachers."

If the "child benefit" theory is to be used as the basis for providing private school children with textbooks, instructional materials, and mobile services, then what cannot be given? Would not the individual child also benefit from better teachers, better teaching equipment, better science laboratories, and better buildings to house them? It is one thing to declare that we have changed our principles, or even to admit that although we have not changed our principles, political expediency has forced us to change our practices. But let us not delude ourselves into believing that nothing at all has been changed, or been lost. This bill does not, as some have maintained, avoid the Church-State issue. It evades it. An end run around the principle can advance the ball of federal assistance just as far as a direct plunge through the middle of the line.

## 2. The Maintenance of a Strong Public School System

Our traditional Jewish love of learning has impelled us to create, as our own religious responsibility, a vast network of private educational institutions for the perpetuation of Jewish religious values. We believe that private education has a vital and necessary role in our society. At the same time, we are firmly committed to our public school system as the bulwark for preserving America's democratic heritage and advancing its civilization.

It has been most disturbing to hear proponents of this bill in its present form speak of the great "partnership" that it fosters between public and private schools. Public and sectarian schools can no more be considered partners than can church and state be partners. By tending to equate public and church schools in the eyes of the law as equally entitled to public support, this bill will greatly stimulate the creation of separate parochial school systems in every denomination. The temptation to sup at the trough is not one to which most religious denominations have shown any exceptional resistance. As a network of parochial schools mushrooms, support for public schools would constantly be diluted.

This would occur at the same time that larger public appropriations for education are required at every level of government -- federal, state, and local. We would create a dramatic reversal in the ratio of parochial and public education in America. This very development has occurred in the Netherlands. For generations, governmental aid to parochial schools was prohibited, and under that system, four out of every five Dutch children attended public schools. In recent years, that country's constitution was amended to permit government aid to parochial schools, and now four out of five children are attending the church-related schools. A country that changed its system of public appropriations for education has nearly eliminated its public school system in the process. A country whose parochial schools represented a voluntary investment in the free exercise of religion has seen that system become an arm of the state. A public school system has been nearly destroyed; parochial schools have been converted and perverted into a form of civil service. That is not, and should not be, the fate of either public or religious schools in this country.

Another factor largely overlooked in the consideration of this legislation is the relationship between segregation of a racial and economic character -- and private education. America is now striving to achieve two great objectives -- equal rights and opportunities for racial minorities, and higher quality of living for the economically and culturally deprived. It should be frankly stated that many of the parents who now send their children to private and parochial schools do so in order to remove the children from the neighborhood public schools which have heavy concentrations of non-white minority groups.

Since Title VI of the Civil Rights Act of 1964 does not preclude religious discrimination, there would be a great temptation for parents in the South and in the major urban areas of the North to send their children to already existing or newly established sectarian schools -- and thereby to avoid the integrated schools or schools with large numbers of economically and culturally deprived children. Under present conditions, parents have the right, if they so desire, to provide a private education for their children at their own expense; but they should not have the right to a private education in a segregated school at public expense. How ironic it would be if federal aid to education became an instrument for subverting the purposes of the Civil Rights and Economic Opportunity Acts.

Although in principle we do not oppose plans of "share time" or dual enrollment, we do have reservations about the propriety, wisdom, and feasibility of the plan envisaged in this bill. In order for a public school district to obtain funds, it would have to demonstrate that it has "made provision for including special educational services and arrangements (such as dual enrollment, educational radio and television, and mobile educational services)" to students in private schools.

Obviously, in order to formulate a program for including non-public school students, there would have to be consultation with private and sectarian educational administrations.

The public school administration, which heretofore has been subject to the exclusive control of the general public, will now be confronted with a new dimension -- pressure from private and sectarian school administrations. It is one thing for local public and private schools to cooperate on their own initiative -- as has been the practice until now with shared time plans. It is quite another thing for cooperation between the public and private sector to be a prerequisite for federal support. Although the word "cooperation" is not found in Section 205 (a) (2), it does appear in Section 205 (a) (6). In either of these sections, it is difficult to see how the consultative process would fail to lead to some significant restraint and influence by the private agencies over the public agencies.

Contrary to the expressed goal for intermingling of children of all religions, most shared time plans, as presently functioning, have children from parochial schools entering and leaving the public school as a bloc, thus vitiating the desired and desirable objective of personal contact between children of all religious backgrounds.

The most likely subjects to be "shared" in the public school are the science, vocational training, and physical education courses, whereas those taught in the private schools will be the value-laden courses such as history and literature. The public school may well become a school for occupational and vocational training, while the parochial school becomes the institution for the inculcation of social and human values. Furthermore, the undefined concept of "mobile educational services" made available to the private schools can easily lead to the placement in the parochial schools of public school teachers, whether on a temporary rotating basis, or a permanent basis.

These potential abuses are mentioned in order to indicate that the mere establishment of dual enrolment plans will not necessarily foster democratic goals. In order to prevent these dangers from occurring, we urge that appropriate safeguards be instituted, both in the legislation and in administrative policy on national, state, and local levels.

### 3. Public Accountability for Public Funds

It is an axiomatic principle that public funds can only be appropriated for a public purpose. The responsibility for compliance with public purpose rests initially with Congress. In respect to federal aid to education, it delegates the administration of the use of public funds to the U. S. Commissioner of Education. Thereafter certain authority and functions are further delegated to states and localities. All this is as it should be -- with one exception. Participation by private agencies, including sectarian religious groups, in administering programs paid for by tax funds, deprives government of its proper responsibility and casts the public purpose of expenditures in doubt.

Both Title II, dealing with library and instructional materials, and Title III, dealing with supplementary educational centers and services diminish public responsibility and public authority for the expenditure of public funds. For example, in Title II, what does a state agency do by "allocating" books and materials among the schools of the state for the use of children and teachers? We do not understand from this

who owns the books or who determines the way they are distributed. The public authority is too vague; so is the public responsibility. We urge that the legislation be carefully reworded in order to assure the basic principle that no religious institution should acquire property at public expense.

Similarly, in Title III, the supplementary centers are clearly publicly financed, but they are not as clearly administered by or accountable to the public. The ongoing operation of the centers is left to the administration of the "non-profit private agency" which sets up the center. To the extent that clear criteria of governmental authority are lacking, we see an unwise delegation of public authority from government into the hands of private agencies. And, to the extent that many of the participating agencies will be sectarian or church-related, we see a further erosion of meaningful separation of church and state. At the very least, let persons involved in the administration of such programs be denominated as individuals representing the community or public at-large, and not sit as administrators of public revenues in the capacity of official representatives of private groups.

Let us take steps to insure that students, teachers, and the community at-large can identify the benefits in Titles I, II, and III as public services, available to all without discrimination.

We urge that provision for judicial review of constitutional questions be written into this legislation, lest we find ourselves with an unconstitutional situation which cannot be repaired. The most expeditious system for obtaining such review would be by inclusion in the bill itself of a provision which would insure that any federal taxpayer will have standing to sue, and thereby test, the validity of any of these programs or provisions.

The problem of education is urgent, but it is unwise to proceed before a genuine discussion and debate on the implications of this bill can take place. The overwhelming support for federal aid to education reflects a spirit of compromise and tolerance. But compromise is possible without compromising basic principles and tolerance is more profound where expressed in respect for these basic principles. To paper over deep issues, in the name of a dubious consensus, is to do a grave disservice to future generations. A good bill with a major defect is about as serviceable as a majestic luxury liner with a hole at the waterline. The time to repair that defect is now.

STATEMENT BY  
MORRIS B. ABRAM  
PRESIDENT  
AMERICAN JEWISH COMMITTEE

To the  
SUBCOMMITTEE ON GENERAL EDUCATION  
of the  
COMMITTEE ON EDUCATION & LABOR  
of the  
U.S. HOUSE OF REPRESENTATIVES

on

H. R. 2362

"ELEMENTARY AND SECONDARY EDUCATION ACT OF 1965"

February 3, 1965

STATEMENT OF MORRIS B. ABRAM, AS PRESIDENT OF  
THE AMERICAN JEWISH COMMITTEE, AND IN ITS BEHALF,

The American Jewish Committee, a national organization with chapters and units in over 50 cities and with membership in over 600 additional communities in the United States, was organized in 1906 and incorporated by a Special Act of the Legislature of the State of New York in 1911.

Since its founding, the American Jewish Committee has recognized the value of public schools, both as educational institutions and as great unifying forces in American life, hospitable to young people of every creed, and emphasizing the common heritage of all. The public schools have served as training grounds for constructive and healthful community living, and generations of Americans, bred in its traditions, recognize that the maintenance of a strong public school system is an indispensable requirement for sound public policy.

At the same time that the American Jewish Committee recognizes the worth of public education, it also stands staunchly in support of religious freedom. Religious freedom has been safeguarded over these many years by the application of the concept of the separation of church and state. This political and social philosophy adopted by the Founding Fathers, and written into the Constitution of the United States in the First Amendment, is based on the sound premise that religion and government can work best to achieve their objectives if each is free from the other within its respective sphere. The evidence is indisputable. Religion has flourished

in this country although religious indoctrination has not been subsidized by public funds. Religious schools exist, side by side with public schools, free to develop in response to the needs of their children. The rights of parents to send their children to religious schools of their choice was not always accepted in this country. In 1925, the American Jewish Committee defended this right when the then president of the American Jewish Committee, Louis Marshall, the great constitutional lawyer, filed an amicus curiae brief in the United States Supreme Court in Pierce v. Society of Sisters of the Holy Name of Jesus and Mary, 268 U.S. 510, in which case an effort on the part of the Oregon Legislature to require parents to send their children to public schools only was successfully challenged.

The bill currently under discussion (H.R. 2362) recognizes the special educational needs of children in low income families and the impact that concentrations of such families have on the ability of local education agencies to support adequate educational programs. We approach this bill to provide financial assistance to meet the special educational needs of such deprived children, guided by our frequently expressed traditional positions in support of Federal aid to public education, and adherence to the principle of separation of church and state, and that of religious liberty.

The growth of the school population in the United States, our economic needs, and the enormous technological changes of the past two decades, have subjected our educational facilities to great strain.



American schools are unable to keep up with current demands. We believe that there is much more to be done in the area of public school education and that this bill in no way diminishes the need for an additional massive program of general support for public school education in America.

Subject to certain qualifications hereafter mentioned, we support President Johnson's proposals which are incorporated in the bill now before the House of Representatives, and we endorse the proposals designed to improve the quality of education by making available categorical aid to deprived or handicapped children.

In a pluralistic society such as ours, in which there live many races, creeds and ethnic groups, each may freely practice its own beliefs and transmit to its children the most treasured aspects of its religious and cultural traditions. The problems of ignorance, poverty and disease have accumulated despite all our previous efforts to correct them. We believe that these grave social and economic ills should be attacked and reduced, and eventually eliminated in keeping with our tradition of cultural pluralism -- the acceptance of religious and cultural diversity. Therefore, we believe that the attack on ignorance and poverty and disease must be made where they exist. It is our view that so long as the state or federal government does not aid religion or religious education or church-related institutions; so long as its grant of aid is extended to the protection and improvement of the welfare of the child, it is irrelevant that the assistance goes to a person who happens to be of any one race, creed or ethnic origin.



With this endorsement, we nevertheless urge clarity and caution. The present proposal extends the "child benefit" theory to many and new areas, far beyond those involved in the Everson case in 1947 or further back in 1930, in the Cochran case. In both these cases, specific benefits — respectively, bus transportation and textbooks for parochial school children — were then deemed to be of benefit to the child and were not considered to extend aid (prohibited by the First Amendment to the U.S. Constitution ) to the parochial schools themselves. (There is presently substantial doubt that furnishing text-books to parochial school children is constitutionally permissible.)

We urge that an effort be made, in considering the present proposals, to specify those areas which can legitimately be called "child benefits." In considering these, it would seem appropriate for such benefits to be clearly limited and related to the personal, physical, emotional, and supplementary educational needs of individual children.

Therefore, we suggest that the present proposals be developed subject to the following considerations:

- 1) Aid through this legislation should insure that no religious institution may acquire new property, or expand already existing property.
- 2) Funds allocated through this proposal should not be used for religious purposes;
- 3) To the greatest extent possible and practicable, the expenditure or distribution of funds allocated through

this legislation should be under the supervision of a public agency.

We recognize that there is uncertainty in some quarters concerning the constitutionality of one or more of the provisions of this bill. The American Jewish Committee does not at this point express its views respecting the soundness of those contentions. However, under the circumstances, it would be wise for the Congress to incorporate in this bill a section that would enable one or more protesting taxpayers to secure a prompt ruling from the courts concerning such constitutional issues as may be involved.

There is also uncertainty as to whether anyone can gain access to the Federal Courts for the purpose of having them pass on the constitutionality of grants or loans of the nature described in some sections of this bill. That uncertainty arises from the decision of the Supreme Court of the U.S. in Massachusetts v. Mellon, 262 U.S. 447, in which a single taxpayer sued to enjoin the execution of an appropriation made by Congress. The Supreme Court held that a single taxpayer could not bring such suit because, among other things, the amount of that taxpayer's interest in the appropriation was too minute and undeterminable, and that no equitable relief could be granted unless the taxpayer was about to suffer irreparable injury.

The time has come, we think, for Congress to provide an adequate remedy, hitherto denied. To serve that purpose, we suggest that, at

an appropriate place in the bill, the following section be added:

"Not less than sixty days before making any grant or loan to any institution under the provisions of this Act, the Commissioner shall cause to be published in the Federal Register a notice that he proposes to make such grant or loan on a day to be specified in such notice. At any time before the day so specified, any taxpayer of the United States suing in behalf of himself and all other taxpayers may bring a civil action in the nature of an action for a declaratory judgment against the Commissioner in the United States District Court for the District of Columbia alleging that the proposed grant or loan is inconsistent with the first amendment, fifth amendment, or any other provision of the Constitution of the United States. Notwithstanding any decision, statute, or rule to the contrary, the United States District Court for the District of Columbia shall have jurisdiction to entertain, try, and determine such civil action, and to enjoin the making of the proposed grant or loan in the case it adjudges that the proposed grant or loan is inconsistent with the first amendment, fifth amendment, or any other provision of the Constitution of the United States. Upon the bringing of such civil action, the Commissioner shall refrain from consummating the proposed grant or loan and withhold the amount of the proposed grant or loan until the final determination of the civil action. In the event two or more civil actions are brought under the provisions of this section challenging the constitutional validity of the same proposed grant or loan, the United States District Court for the District of Columbia may consolidate such civil actions for the purpose of trial and judgment."

This proposal envisions a new relationship between public and private educational systems. The design suggested for new programs in poverty impacted areas is not based on traditional patterns, and is one with which educational institutions have had little experience. It is probable that situations will arise in the operation of many activities foreshadowed by the provisions of this bill after its enactment into law which may be questionable, and which require adequate controls.

We therefore propose that there be inserted in the bill appropriate provisions to establish an overall federal commission with power to investigate complaints expressed over violations or maladministration of the new law by Federal authorities, and to recommend, if necessary, appropriate action to redress them. We also urge that authority also be invested in the Governors of the several states to establish state commissions with similar purposes and powers. These commissions shall have powers of subpoena and all other investigative powers such as those of the President's Commission on Civil Rights.

# CENTRAL CONFERENCE OF AMERICAN RABBIS

790 MADISON AVENUE

NEW YORK, N. Y. 10021

(212) AG 9-2811

February 9, 1965

Dear Colleague:

As Chairman of the Committee on Church and State I enclose the testimony of Dick Hirsch before the House Education and Labor Committee on the Elementary and Secondary Education Act of 1965. While lauding the bill's intent to give massive Federal assistance to our public schools, Dick indicates the serious church-state implications of the bill as presently drawn. There is grave question of the constitutionality of such measures as direct aid to non-public schools in the form of library resources and instructional materials, and the establishment of supplementary educational centers serving both public and parochial schools. Furthermore, the bill makes mandatory provision for such arrangements as shared time in areas receiving aid where educationally deprived children attend non-public schools.

At a meeting of our Steering Committee on February 3 there was unanimous concurrence with Dick's opinion that the bill would seriously impair church-state separation. We therefore authorized him to offer similar testimony before the Senate Committee on behalf of the Commission on Social Action. Changes can be made if enough congressmen and senators are alerted to see the problem. Please read Dick's testimony. We hope you will concur and write your congressmen and senators accordingly. Let me know what action you take.

With all good wishes.

Yours,  
*Edward E. Klein*  
Edward E. Klein, Chairman  
Committee on Church and State

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P.S. If you wish additional information, I suggest you get the policy statements of the American Jewish Committee (165 E. 56th St., New York 22, N.Y.), American Jewish Congress (15 E. 84th St., New York 28, N.Y.), National Council of Jewish Women (9 E. 69th St., New York 21, N.Y.), National Community Relations Advisory Council (55 W. 42nd St., New York 36, N.Y.), and read "An Illegal Formula" by Shad Polier in the February 1st issue of CONGRESS WEEKLY.

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\*Ex-officio



## THE JEWISH COMMUNITY FEDERATION OF CLEVELAND

1001 HURON ROAD • CLEVELAND, OHIO 44115 • TOWER 1-4360

President DAVID N. MYERS Vice-Presidents LEONARD RATNER MAURICE SALTZMAN LLOYD S. SCHWENGER  
Treasurer WILLIAM C. TREUHAFT Associate Treasurer ALEX MILLER Executive Director HENRY L. ZUCKER

C  
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Y

Enclosed is the announcement of the next meeting of the Public Welfare Committee from Rabbi Daniel J. Silver, who has accepted the chairmanship of the committee for the coming year. I am delighted to announce his appointment, and to add that Irv Kane, the retiring chairman, will continue to serve both on our committee and as a very active member of our sister committee of the Cleveland Welfare Federation. In addition, Jordan Band, retiring chairman of the Community Relations Committee, has agreed to serve as vice chairman of the committee.

The leadership of men of this caliber is an indication of the importance of public welfare problems to our Federation. The vast proposals on medicare, poverty and education now being considered nationally are further indications that the work of the committee will deal with issues central to our concern with health and welfare.

I am counting on your continuing membership on the committee, and unless I hear from you to the contrary - as I trust I will not - I will report to the February meeting of the Federation Board of Trustees, when Federation committees are announced, that we can count on your valuable service as a committee member for the coming year.

Cordially,

David N. Myers  
President

February 10, 1965



# THE JEWISH COMMUNITY FEDERATION OF CLEVELAND

1001 HURON ROAD • CLEVELAND, OHIO 44115 • TOWER 1-4360

President DAVID N. MYERS Vice-Presidents LEONARD RATNER MAURICE SALTZMAN LLOYD S. SCHWENGER  
Treasurer WILLIAM C. TREUHART Associate Treasurer ALEX MILLER Executive Director HENRY L. ZUCKER

February 10, 1965

TO: MEMBERS OF THE COMMITTEE ON PUBLIC WELFARE  
FROM: RABBI DANIEL J. SILVER, CHAIRMAN

The next meeting of the Committee on Public Welfare will be held on Tuesday, February 23, noon, in the Federation office. Lunch will be served at 12:00, and the meeting proper will start at 12:30.

We have three items of unusual importance and we shall try our best within the time available to cover each of them. Gene Freedheim has been active in stimulating thinking on revising the so-called Mortmain Statute of our state which, as you probably know, has resulted in loss of considerable bequests to various charitable organizations, including our Federation. Legislation on this subject will be considered by the General Assembly and our position is requested. Gene has consented to present this issue to us for our consideration.

Meetings were held during the past week on the national level, both within the Jewish community and on a tri-faith basis, on problems connected with the Presidential programs on education and poverty. Jordan Band and Larry Williams were participants in two national meetings on the education program, and Sidney Vincent was involved in the conference on combatting poverty. In both cases, Jewish community reactions were solicited and we shall consider whether our committee can make any meaningful contributions to the thinking on these problems.

I hope you can indicate on the enclosed card that you can be with us on February 23.



[Feb 15, 1965]

THE JEWISH COMMUNITY FEDERATION OF CLEVELAND

1001 HURON ROAD • CLEVELAND, OHIO 44115 • TOWER 1-4360

President DAVID N. MYERS Vice-Presidents LEONARD RATNER MAURICE SALTZMAN LLOYD B. SCHWENGER  
Treasurer WILLIAM G. TREUHART Associate Treasurer ALEX MILLER Executive Director HENRY L. ZUCKER

Rabbi Daniel J. Silver  
The Temple  
University Circle and Silver Park  
Cleveland, Ohio 44106

*Pat and Ned*

Dear Rabbi:

I hope you will forgive a rather wandering letter and numerous enclosures, since we touched so many matters in our telephone conversation and I am trying to catch up on all of the details.

First, Harold Galvin has accepted the post of vice chairman so that our membership is all set. Officially, we have to go through the form of having the committee announced at the next meeting of the Board of Trustees, but I will send you a complete membership list as soon as we get it mimeographed after our Board meeting.

I am enclosing a variety of materials for your use in connection with a report to the Board meeting on our recommendations re public welfare administration in Ohio. These include the minutes of our last meeting, which was concerned with this subject, the minutes of the Social Agency Committee where I reported on the same matter, and an outline from the Cleveland Welfare Federation for presentation on this subject. Hank and I expect this matter to be the largest agenda item at the next Board meeting and we are reserving plenty of time both for your presentation and the Board discussion that possibly will follow. If you need any further information, please let me know and, in the highly unlikely event that you want me to write out a formal report, I shall do that. I rather hope and believe that you will not want this. The report can be brought up to date by our asking Leona Bevis and Tom McCullough at our next committee meeting, which is only a day before the Board meeting, as to precisely what the situation is.

Incidentally, I am also enclosing a little note that I found the other day in going over some files of the Ohio Committee for Civil Rights Legislation. It is a mimeographed copy of a letter your father sent to Senator Danner in 1953 in regard to FEPC. If it is of interest to you and the archives at the Temple, I shall try to locate the original.

*yes*

Now as to the function of our committee and the agenda for next time. I suppose I value more highly than you do the use of the Public Welfare Committee in establishing policy for Federation. After all, what is most frequently requested of us - and what is highly useful - is for the name



Rabbi Daniel J. Silver

of Federation, together with its sister agencies, to be on record on a particular issue. I know from firsthand experience that it is worth something at a committee hearing to have the weight of the Catholic, Protestant and Jewish communities behind a particular measure. Individual members of the committee can also be utilized for particular jobs, without the committee necessarily spelling out their function, and indeed, we have often utilized their services in precisely this way. However, I think it would be worthwhile at our convenience sometime to discuss with Hank, Irv Kane and your vice chairman the whole thrust and direction of the committee's work.

Finally, although I shall write this out in more detail, I would guess that our agenda might proceed somewhat as follows:

1. Consideration of the Mortmain Statute - Eugene Freedheim
2. Status of the proposals to reform public welfare legislation in Ohio - Irv Kane or Gene Freedheim

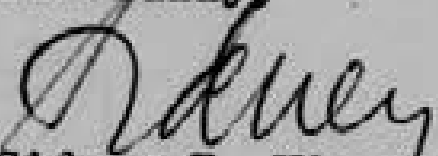
These two men are Jewish representatives on the small task force of the Cleveland Welfare Federation that is carrying on the campaign and appropriate report should come from them. In addition, Harold Galvin has attended a recent meeting of the Ohio Citizens Committee for Health and Welfare, which had this high on its agenda. // ✓

I still think that the whole cluster of problems dealing with Presidential messages on education and poverty are of prime importance to us. Following your suggestion, I shall be glad to kick off this subject briefly, stressing how it affects us, and then I hope you will invite those who participated in various national meetings (Larry, Jordan, Sid Zilber) to add comments of their own.

I have no doubt that the next cranky topic on our agenda may very well be medicare, and that will be a real blockbuster to our committee.

I would be very interested in any reactions you may have to this hodge-podge of observations and suggestions.

Cordially,

  
Sidney Z. Vincent  
Associate Director

February 15, 1965

P.S. This letter seems unwilling to end. (There's anthropomorphism for you.) The Welfare Federation just called urgently requesting an informal meeting of their key people and ours interested in legislative matters to discuss the whole gamut of legislative problems and priorities. The meeting will be for lunch on March 8 and will involve Norm Shaw, Tom McCullough, Ray Livingstone, Leona Bevis and perhaps two others for them and about half a dozen for us. Can you possibly make it? It would be fine if you could.

*Long 1/24*

DATE  
STEIN

SUGGESTED AGENDA

Public Welfare Committee  
Jewish Community Federation  
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Tuesday, February 23, 1965, noon  
At the Federation office  
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1. THE MORTMAIN STATUTE

- Eugene Freedheim

(Gene will present the background of the problem and the recommendation for our consideration.)

2. PUBLIC ASSISTANCE LEGISLATION IN OHIO

(We have already established policy in this area, and the problem is implementation. Gene Freedheim is vice-chairman of the "Task Force" on implementation, and should lead off. Florence Arsham is prepared to report on action taken by JFSA. Our question is what further steps we can propose for action in our community.)

3. FEDERAL PROPOSALS ON EDUCATION  
(Sidney Vincent and others)

The attempt will be made to describe the dilemma facing Jewish agencies because of the conflicting commitments of federal aid to education and separation of church and state. Reactions of committee members might be solicited as to wise policy. Band, Williams and Zilber will all have contributions to make on the positions of various agencies.

DO WE HAVE NEXT DATE?

STATUS OF PUBLIC WELFARE LEGISLATION IN OHIO AS  
OF FEBRUARY 23, 1965

Leona Bevis reports that the legislation regarding public assistance in Ohio has not yet been introduced into the legislature. It is tentatively scheduled for introduction this week - possibly today. It is therefore impossible to be precise about the coming course of events, but consultations with Columbus make it almost certain that the legislation will be effective as far as the administration of public welfare is concerned and disappointing as far as raising the standards of assistance is involved.

The administration has made it clear that it will recommend the consolidation of the various assistance programs on a county level, which is one of the key recommendations of the Cleveland Welfare Federation. The consolidation of all the scattered programs under one administrative roof, with a single standard of assistance, will enable the state to deal with the families on an unfragmented basis.

The ADCU program, which was adopted as an emergency measure for the period ending in May, 1965, will be made permanent and its coverage will be extended. This step will make possible on a permanent basis the use of federally matching funds.

It seems likely that the recommendations of the Welfare Federation concerning the public utility tax will also be adopted.

On the other hand, an examination of the Governor's budget message indicates without doubt that the attainment of a 100% standard of public assistance (based on minimal needs) can not be attained. The increase in allocation may be no more than is required to keep up with the growing size of families and in any event, can not raise the standards above 80%, and will attain that level only because certain administrative changes will increase the amounts of federal monies involved.

Attempts by the President of the Cleveland Welfare Federation to meet with the Governor on this disappointing situation have led to the Governor's declaration that he is "leaving this whole matter to Denver White". Up to this point, no meeting has yet been arranged between Livingston and White, and Bevis expresses herself as being extremely desirous of suggestions as to how increased pressures can be mounted. There is some feeling on her part that the target should now be the legislature rather than the administration, but this type of activity can go into high gear only after a bill has been put into the hopper.

On the whole, <sup>their</sup> Federation will nevertheless support the administration measure as representing progress and there will be need to line up the Cuyahoga County delegation, which is all Democratic, if the measure is to pass. Other suggestions are to try to stir up support in other communities throughout the state.

## MINUTES

Public Welfare Committee  
Jewish Community Federation

February 23, 1965, 12:00 noon  
At the Federation office

ATTENDANCE: Rabbi Daniel J. Silver, Chairman; Mrs Sanford Arsham, Jordan C. Band, Judge Victor Cohen, Mrs Jerome N Curtis, Eugene Freedheim, Judge Bernard Friedman, Harold Calvin, William B. Goldfarb, Frank E. Joseph, Dr. Samuel J. Mantel, Jr., Maurice Maschke, Jr., Robert E. Merritt, Mrs Alex Miller, Elmer I Paull, Raphael Silver, Saul Stillman, Bennett Yanowitz. Staff: Bernard Olshansky, Henry L. Zucker, Sidney Z. Vincent, secretary.

The chairman expressed his regrets that Irving Kane, retiring chairman of the committee, was ill and unable to attend the meeting. He expressed his admiration for the outstanding contributions that Mr Kane had made in serving as chairman of the committee since its foundation. It was moved and unanimously passed that an expression of high commendation for his contributions be sent to Mr. Kane.

The chairman also expressed his gratification that the retiring chairman of the Social Agency Committee and the Community Relations Committee respectively, Harold Calvin and Jordan Band, had agreed to serve as vice chairmen of the Public Welfare Committee for the coming year.

### MORTMAIN STATUTE

Mr. Freedheim reported that Ohio had the most restrictive legislation in the country as far as the Mortmain

statutes <sup>are</sup> concerned, being one of fewer than a dozen states to have such

legislation <sup>The state law, which has</sup> ~~and providing severe limitations that had~~ proved costly to

many charitable institutions. <sup>over the years,</sup> ~~The~~ legislation now provides that if there is issue, wills drawn in favor of charitable institutions are void if death occurs in less than a year from the drawing of the will. He briefly outlined the history that led to the passage of this legislation and then reported that the <sup>Ohio</sup> Bar Association of ~~the state~~ had considered in depth means of

[Feb 23, 1965]

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correcting the present situation. The <sup>suggested</sup> remedies primarily consisted of reducing the time during which a will becomes invalid or providing some proportion of the charitable gift as being valid, <sup>regardless of the period lapsing between drawing the will and death of the donor</sup> Specifically, the proposed legislation suggests that the time factor be reduced from one year to six months and that <sup>bequests to charitable institutions be free from attack up to</sup> ~~wills be considered valid as far as charitable giving is~~ <sup>concerned as 25% or less of the estate is to charitable institutions.</sup> 25% of the value of the estate.

Mr. Freedheim

He also touched on a number of other technical <sup>suggestions,</sup> ~~provisions~~ including the right of children to <sup>waive</sup> ~~renounce~~ their <sup>claims</sup> ~~rights~~ if they wished to preserve the original gift, and the interpretation of <sup>the effect of</sup> ~~codicils~~ <sup>in</sup> ~~to the~~ <sup>validity of the</sup> ~~wills,~~ <sup>bequests.</sup> ~~etc.~~

Mr. Freedheim expressed his conviction that passage of the bill, which has just been introduced into the legislature, would in very large measure correct a situation that had been costly not only to the Federation but to many other charitable enterprises.

An extensive discussion period followed, during which a number of committee members raised technical questions about the bill and means of securing its passage. Judge Cohen moved that Federation go on record as approving the revisions of the Mortmain Statute, as provided in the pending legislation ~~pending in the state,~~ and work for its enactment. The motion was unanimously passed.

#### PUBLIC WELFARE LEGISLATION IN OHIO

Mr. Freedheim, vice chairman of the Task Force of the Cleveland <sup>administration</sup> Welfare Federation seeking ~~enactment of~~ <sup>of that subject</sup> improved public welfare legislation and assistance in Ohio, reviewed the intensive study <sup>that</sup> had been carried on by the Cleveland Welfare Federation ~~over the course of years, resulting in a~~ <sup>study</sup> ~~series of proposals for improving public assistance in Ohio.~~ <sup>The suggestions</sup> and its conclusions were reported in great detail at the last meeting of the Public Welfare Committee which had approved them in principle. Mr. Freedheim <sup>stated</sup> ~~remarked~~ that the various <sup>proposals</sup> ~~recommendations~~ dealing with administrative questions, recommending the consolidations of the many scattered <sup>welfare</sup> ~~programs~~ into a unified

[Feb 23, 1965]

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program at the county level, stood a good chance of enactment. In contrast, all the suggestions aimed at improving the standards of public assistance as far as financial support is concerned seemed unlikely of passage since the state administration ~~in Columbus~~ had indicated it could not provide funds <sup>significantly</sup> beyond the present ~~unfortunately~~ low levels of support. He then traced in some detail the effort that had been made to ~~secure support~~ <sup>build support</sup> for the Welfare Federation proposals and expressed the conviction that vastly increased activity would be required throughout the state if standards were to be significantly raised.

Following Mr. Freedheim's presentation, committee members made a series of suggestions including the following: Increased education within the Jewish community, including more use of the Cleveland Jewish News and the Delegate Assembly; education of Jewish agencies, along the lines described by Mrs. Arsham in reference to the Jewish Family Service Association, which has been extremely active in study and support of the ~~Bill~~ <sup>proposals</sup>; congregational and rabbinical support; ~~effective contact with legislators from Cuyahoga County~~; increased contact with the Cleveland Welfare Federation and the other two religious communities to discuss ways in which the religious and social conscience of the community can be put more effectively to work; increased work with the mass media to create a climate of support for the proposed measures; stress on the depressingly low levels of support in the state.

The chairman expressed his gratification at the fine suggestions that had been made and indicated that the next meeting of the committee would be concerned with problems in the area of poverty.

The meeting adjourned at 1:30 p.m.

Respectfully submitted,

Sidney Z. Vincent  
Secretary



March 4, 1965

SOME OBSERVATIONS ON THE RELATIONSHIP OF FEDERATION  
COMMITTEES ON PUBLIC WELFARE, COMMUNITY RELATIONS,  
AND SOCIAL AGENCIES

The dramatic extension of government concern with problems of health, education and welfare on the one hand, and the increasingly articulate demands from racial and religious groups for more social services on the other have faced Federations throughout the country with many new challenges.

One result has been that Jewish community concern with legislation and social action is no longer limited to the traditional areas of community relations activity - equal rights, separation of church and state, anti-Semitism. Instead, it has been broadened to touch almost every aspect of communal activity. Every field of service (care of the aged, care of the sick, care of children, education, vocational training, leisure time activity) and almost every individual Jewish agency is affected by one or another public program.

Nationally, this development has resulted in the establishment of an important Committee on Public Welfare by the Council of Jewish Federations and Welfare Funds, which strongly urges Federations to become involved in national and local problems of this nature. There has also been established the Tri-Faith Conference on Public Welfare, which has been intensively involved with governmental representatives in the many broad programs that have developed. The national Jewish religious organizations have vastly stepped up their activities in both the area of community relations and general social amelioration.

In Cleveland there have been similar developments. The Committee on Public Welfare is about a year old; the Jewish Community Center and the Jewish Family Service Association have established formal committees on public welfare; many congregations have created committees of social action; almost every Jewish agency has problems of this nature on its agenda.

A problem of relationships has emerged out of all this activity. What are the distinctive roles of the Public Welfare Committee, the Community Relations Committee and the Social Agency Committee? How can they most effectively supplement each other's work without undue duplicated effort? The problem is of course complicated here - as elsewhere - by the growing difficulty in distinguishing between the fields of social welfare and community relations. Community Relations agencies throughout the country are increasingly coming to feel that fair practices mean little without full opportunities; that is, fair employment requires full employment, fair housing requires enough housing, etc. The net result is a

[Mar 4, 1965]

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broadening of concern beyond traditional community relations into social welfare in general.

On the other hand, concern with public welfare soon projects major problems that affect the field of community relations. Programs of social amelioration more and more tend to use sectarian agencies as the conduits for disbursements, thus provoking uneasiness about separation problems. The presidential proposals on poverty and education project this twilight zone of concern most dramatically, since profound social issues and separation problems are both involved.

Specifically, some of the following suggestions may be useful as a guide to how clearance, coordination, supplementation and non-duplication might be achieved within the Federation family:

1. Leadership of the Social Agency Committee and the Community Relations Committee should be represented on the Public Welfare Committee. (The present officers of the Public Welfare Committee - is a classic of such organization.)
2. The Public Welfare Committee should have prime responsibility for those problems that involve social action or legislation in the fields of health, welfare, and community organization. (Medicare, public assistance standards, the Mortmain statute revision, taxation proposals governing charitable institutions).
3. The Social Agency Committee shall have prime responsibility for keeping its agencies informed and active in such fields and in encouraging such agencies to inform and involve the Public Welfare Committee in matters they believe to be of importance.
4. The Community Relations Committee should have prime responsibility in matters affecting equal rights, separation of church and state and intergroup relationships. (Fair housing, immigration, shared time proposals.)
5. In those issues where both committees have an interest and responsibility (such as the poverty and education bills), the chairmen of the two committees shall consult about assignment of responsibility between them. In such cases, the committee undertaking responsibility shall keep the other committee informed of its activities and may wish on occasion to secure its formal approval before recommendations are made to the Board of Trustees.
6. Some questions:
  - a. To what extent should constituent agencies of the Federation be expected to abide by actions of any of the committees?  
(The Hebrew Academy may wish to be for parochial school bussing, the homes for the aged may wish to oppose certain features of the public assistance legislation.)



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b. How shall relationships with the non-Jewish community be formed?

(Who represents Federation on such organizations as the Conference on Religion and Race, which touches on issues affecting both public welfare and community relationships. How do we relate to the Cleveland Welfare Federation's Committee on Legislation?)



## THE JEWISH COMMUNITY FEDERATION OF CLEVELAND

1001 HURON ROAD • CLEVELAND, OHIO 44115 • TOWER 1-4360

President DAVID N. MYERS Vice-Presidents LEONARD RATNER MAURICE SALTZMAN LLOYD S. SCHWENGER  
Treasurer WILLIAM C. TREUHART Associate Treasurer ALEX MILLER Executive Director HENRY L. ZUCKER

Rabbi Daniel J. Silver  
The Temple  
University Circle at Silver Park  
Cleveland, Ohio 44106

Dear Rabbi:

I have spent a good part of the morning in follow up of our constructive meeting yesterday afternoon, and I feel the need to put down where we are - or where we aren't - in writing preparatory to chatting with you. Briefly, to come up with an expert on medicare ain't easy. Very few people are really knowledgeable and articulate on this subject, to say nothing of being relatively objective.

I am now completely convinced that the best person for us is Sid Lewine. I discussed the whole problem with him, both in terms of substance and in terms of our committee work, and I have complete faith that he would be thoroughly objective and most helpful in his presentation. Moreover, he is a member of our committee, which I think is all to the good.

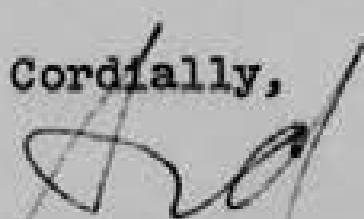
Although he is in a highly delicate position, I believe his attitudes are not only thoroughly sound, but that he could make the best contribution of anyone I know to formulating our own thinking in a sound and progressive fashion.

Would you be of a mind to use him to make the presentation? If so - and I hope you will agree - we have a calendar problem. Sid will be out of town the entire week of our scheduled meeting on March 25. The only date I can find on our community calendar that will not project many conflicts is Tuesday, March 30. I suppose it is because that date is the fifth Tuesday of the month, that no meetings of any kind are scheduled.

Will you at your convenience give me a buzz as to whether this procedure is acceptable? We have not as yet indicated to committee members the date of our meeting, so there should be no difficulty from that standpoint.

Warmest regards.

Cordially,

  
Sidney Z. Vincent  
Associate Director

March 5, 1965

June 2, 1965

Mr. David Myer  
President  
Cleveland Jewish Welfare Federation  
1010 Huron Road  
Cleveland, Ohio 44114

Dear David:

I am sorry that I will be out of town on the official opening of the drive for the Orthodox Old Folks Home. Our Cleveland Jewish Community has received fine services from the home and the new facilities will be of benefit to all. You can count on my support.

Sincerely,

DANIEL JEREMY SILVER

DJS:mgm



[June 8, 1965]

# THE JEWISH COMMUNITY FEDERATION OF CLEVELAND

1001 HURON ROAD • CLEVELAND, OHIO 44115 • TOWER 1-4360

President DAVID N. MYERS Vice-Presidents LEONARD RATNER MAURICE SALTZMAN LLOYD S. SCHWENGER  
Treasurer WILLIAM C. TREUHART Associate Treasurer ALEX MILLER Executive Director HENRY L. ZUCKER

Rabbi Daniel J. Silver  
The Temple  
University Circle and Silver Park  
Cleveland, Ohio 44106

Dear Rabbi:

I haven't quite finished the book on Tillich, but I have talked with Miriam and I will see that the book is returned to her shortly. Meanwhile, I have been perhaps more impressed with the material you more recently sent to me. I think his analysis of a proper Jewish attitude toward Jesus is the best I have ever read, a rare combination of sympathy and self respect. I very much look forward to meeting him soon. All of us have sent him notes of welcome and I presume that he will spare us a few minutes in one of his forthcoming trips to town.

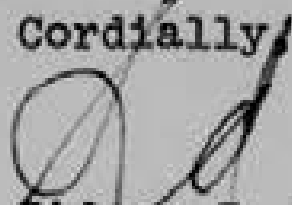
You will recall that we played down the appointment at our last Board meeting in the hope that you would make the more complete report to the Board at its meeting on Wednesday, June 30. Please let me know at your convenience whether we can count on your giving the Board an informal appreciation of the treat they will have starting next year.

I am also reminding you that after our phone conversation about the next meeting of the Public Welfare Committee, you were rash enough to end it by saying something like, "Do whatever you like." I have taken you at your word. On Thursday, July 1, in the Federation office, Paul Briggs will, for the first time anywhere to my knowledge, try to explain in some depth what is meant by the supplementary education center. It has great implications both for the war on poverty and in the world of separation of church and state. For that reason, we are scheduling it as a joint meeting of the Community Relations Committee and the Public Welfare Committee, and I do think it should be quite a memorable occasion. We can decide later just how the meeting shall be handled, but unless I hear from you to the contrary, we will send out notices of the meeting sometime late next week, indicating that it is important enough to warrant attendance by members of both committees.

Rabbi Daniel J. Silver

Warmest regards.

Cordially



Sidney Z. Vincent  
Associate Director

June 8, 1965

June 9, 1965

Mr. Sidney Vincent  
The Jewish Community Federation  
of Cleveland  
1001 Huron Road  
Cleveland, Ohio 44115

Dear Sid:

First, congratulations on the obviously kind words spoken about you last night. I know they were deserved.

I will be at the Board meeting on June 30, God willing, and will be happy to speak about Martin. He has not been in Cleveland since his appointment. I will see to it that you meet early during his next trip.

I have also put down the Public Welfare Joint meeting for the 1st of July. I hope we can get everyone off the golf courses.

Again, my congratulations,

DANIEL JEREMY SILVER

DJS:mgm

STAFF MEMORANDUM  
RE: PARTICIPATION OF THE JEWISH COMMUNITY  
IN THE  
WAR ON POVERTY

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In its approach to problems of the general community, the Jewish community is conscious of the fact that it has an interest in and responsibility to do what it can to contribute to their solution. We are mindful of the importance to our free system of the continued strength of voluntary organizations offering health and welfare services to the community, and we are committed to the principle of services under sectarian auspices to meet special needs of segments of the community.

This memorandum is written with a desire to encourage the effective participation of the Jewish community, through the application of its experience, knowledge, and resources, in the attack upon some of the more pressing problems of the general community. It is prepared with due recognition of the significant role of government and voluntary non-sectarian agencies in the War on Poverty, with full respect for our traditional adherence to the principle of separation between church and state, and with the intent to avoid compromising the integrity or strength of our voluntary, sectarian services.

As a means of sharing some of these, it is proposed that the Cleveland Jewish community form some mechanism to provide technical assistance, instruction, experimental and demonstration programs in the attack on poverty. It is proposed that a division of the Federation be set up, under the direction of an inter-agency committee consisting of representatives of the member agencies participating in this program.

The purpose of this mechanism would be to provide a channel through which the contributions which the Jewish community can make to the general welfare can be coordinated and directed and by means of which a distinction may be made between these special efforts and the ongoing responsibilities and services of local member agencies. This structure would emphasize temporary, experimental, and consultative activities rather than those which promise to become permanent and fixed. This would be separately financed, possibly with provision for it to fit into the programs now being developed under the auspice of the Cleveland Council for Economic Opportunities.

One major function of this task force would be to make available the services of professional staff members of the Federation and its member agencies. Many of these professionals have on frequent occasions been asked to provide consultation in the development of programs for the general community. In some instances they have been loaned to other agencies to help set up such programs. In order to make available the services of some of the Jewish community's outstanding professionals, without losing the benefits of their valuable contributions to the Jewish community, it is suggested that a system be developed whereby their services could be made available on a part-time basis for the purposes noted above. At least three categories of part-time service are possible:

- 1) Assignment over an extended period of time, on the basis of a given number of hours per week.
- 2) Full-time assignment for a relatively brief period (e.g. a two-month block assignment).
- 3) Irregular assignments which can be fit in with regular work schedules (e.g. consultation).

Without attempting to spell out the full range of activities in which such a task force could participate, a few illustrations might help convey the general idea. The Department of Public Welfare is troubled by a frequent turnover of untrained staff and a shortage of competent supervisory personnel. They have frequently expressed a wish for experienced people from other community agencies to be loaned to them to help with supervision and in-service training. Some of the supervisors or administrative personnel of member agencies might possibly be made available to the Department, on a loan or a contractual basis, for a half day or full day each per week, to provide supervision or in-service training. Another possibility might be to loan or contract the services of some top-level agency personnel for intensive training programs for new workers which would help equip them to more effectively carry out their assignments.

Another possible area of activity might be in relation to some of the new services (experimental or demonstration) being financed through the Office of Economic Opportunity. One instance of this is the proposed Neighborhood Counseling Program for families and individuals in deprived neighborhoods. This is expected to be an innovated program, and it is likely that formidable problems will be encountered in establishing such a program. The assignment of knowledgeable senior personnel, on a full-time basis for a finite period of time, might make it possible to organize this service much more soundly and effectively than might otherwise be the case. Again, some executives or top administrative personnel of member agencies might be loaned or contracted to help organize such programs.

Contributions might also be made with relation to lay participation. Three possibilities suggest themselves: 1) A number of Jewish lay leaders have the capacity and interest to participate on boards of directors or advisory groups for general community programs. The recommended structure might include a panel of knowledgeable volunteers, willing to make some of their time available for participation on the policy level in places where their experience and knowledge can be especially helpful. 2) With the increasing attention being given to involvement of potential users of services on the policy-making groups responsible for the provision of policy programs, some thoughts might be given to upgrading the capacity of potential users to effectively participate in decision-making. There may be people, close to the more deprived segments of the community, who have not previously been thought of as potential leaders of the total community, but yet have much to offer if they can develop the experience and understanding required to function effectively within formal organizational structures. Through this task force, Federation agencies might participate in training these people for more effective participation in voluntary activities of the general community. 3) Many Jewish young people and adults, not necessarily among those who have attained positions of leadership, would like to associate themselves with a Jewish presence in combating problems of the general community. Some agencies and congregations, recognizing this desire, have already undertaken programs of this kind with great effectiveness. There has been some feeling that the community as a whole ought to be identifiably involved in this manner and that the Federation should furnish leadership and certain central services in support of significant activities in this area.

The formation of such a mechanism will undoubtedly affect the services of local Jewish agencies. There will be some tangible and intangible costs, and some provision will have to be made to replace at least some of the staff time lost through participation in a program of this kind. The proposal will undoubtedly have to be thought out in greater detail and, even then, will not represent a complete answer to the question of how the Jewish community might effectively participate in the solution of some of the major social problems of our times. However, it does represent an approach and, as such, might warrant further consideration.





# THE JEWISH COMMUNITY FEDERATION OF CLEVELAND

1750 EUCLID AVENUE • CLEVELAND, OHIO 44115 • PHONE 861-4360

*President* DAVID N. MYERS *Vice-Presidents* LEONARD RATNER MAURICE SALTZMAN LLOYD S. SCHWENGER *Treasurer* WILLIAM C. TREUHART  
*Associate Treasurer* ALEX MILLER *Executive Vice-President* HENRY L. ZUCKER *Executive Director* SIDNEY Z. VINCENT

September 22, 1965

## MEMORANDUM

TO: Rabbi Daniel Silver

FROM: Bernard Olshansky

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The staff memorandum which I sent you develops a proposal for some kind of Jewish "presence" in combating problems of the general community. It might be helpful to the Public Welfare Committee to consider this proposal in the light of several possible alternatives, recognizing that any effort along these lines will undoubtedly be confronted with problems and obstacles. A brief statement of the alternatives and some comments about the consequences of each is presented below:

- 1) The Jewish community might decide to do nothing more than it is already doing.

If this is the decision, each of the agencies and institutions now concerned with problems of the general community would continue with the things they are presently doing. There would be no effort to call specific attention to these greater community problems, and the Jewish community as an organized entity would have no special commitment to expand its involvement. It is worth noting that this will not mean a complete absence of participation; the Federation, many of its member agencies, several congregations and organizations already are engaged to some extent. However, the degree to which the Jewish and general communities are aware of such participation is limited.

- 2) The Jewish community could encourage wide-spread participation by volunteers but not commit itself directly to participation in this arena.

Many Jewish people have expressed interest in and readiness to volunteer in existing programs. It would be more difficult for those oriented to Jewish communal institutions to engage in this sphere of activity, unless they were fairly knowledgeable in the general community as well. For the great bulk of the population this would mean the prospect of considerable effort and some confusion before connecting with meaningful volunteer activities, unless a mechanism were available to help them. One possibility might be an arrangement with the Volunteer Bureau of the Welfare Federation to help recruit people for some of the programs which it services. This could be done through existing channels and would not require a great deal of extra effort or staff.

- 3) The Jewish community could create some kind of mechanism to engage in a concerted attack on a number of general community problems.

MEMORANDUM

TO: Rabbi Daniel Silver  
FROM: Bernard Olshansky

page -2-  
September 22, 1965

- 
- a) Such a mechanism might be created under the auspice of the Federation with provision for participation by all Jewish agencies, congregations, and organizations.
  - b) This could be developed under the auspice of one or more of the local Jewish agencies which, by virtue of their function, might be most closely related to a given field of activity.
  - c) It could be developed under the auspices of one or more of our congregations and/or organizations.

If it should be decided that a Jewish presence is needed, it could be argued that the Federation, as the agent of the total Jewish community, would be the appropriate sponsor. This would mean that, as a planning, coordinating, and budgeting organization, the Federation would work with others in the development of programs and services and would provide the organization for stimulating activities of this type. Depending on the extent to which Federation became involved, the staff requirements could be substantial.

If a Federation agency or agencies assumed responsibility, it is likely that the approach would be a more functional one and more closely related to the field of service in which that agency is competent. Here, too, provision would be needed for staffing and resources to carry out the program. The inclusion of a wide range of groups would probably be somewhat more difficult.

The sponsorship by congregations and/or organizations would provide the means for the greatest base of volunteer support, and functional programs for which the sponsoring group have special competence might be developed. The planning and coordinating functions might not be as strongly provided under this framework, and professional staffing might or might not be included. It is possible that the financial obligations from a central source would be less under this form of sponsorship, although the total expenses could be as great, because methods of financing through this form of organization would be less formal.

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FRIDAY - Oct. 1 -



THE JEWISH COMMUNITY FEDERATION OF CLEVELAND

1750 EUCLID AVENUE • CLEVELAND, OHIO 44115 • PHONE 861-4360

*President* DAVID N. MYERS *Vice-Presidents* LEONARD RATNER MAURICE SALTZMAN LLOYD S. SCHWENGER *Treasurer* WILLIAM C. TREUHART  
*Associate Treasurer* ALEX MILLER *Executive Vice-President* HENRY L. ZUCKER *Executive Director* SIDNEY Z. VINCENT

September 24, 1965

Rabbi Daniel J. Silver  
The Temple  
E. 105th & Ansel Road  
Cleveland, Ohio 44106

Dear Rabbi:

The enclosed is an addendum to the staff memorandum which I sent to you earlier. I thought you might like a chance to look at it before we get together on October 1.

I have reserved Thursday, October 28, at 12:00 noon for the next meeting of the Public Welfare Committee. One of the items we should discuss on October 1 is the agenda for the October 28 meeting.

Sincerely,

*Bernie*

Bernard Olshansky  
Director of Social Planning

ch  
encl



# THE JEWISH COMMUNITY FEDERATION OF CLEVELAND

1750 EUCLID AVENUE

CLEVELAND, OHIO 44115

PHONE 861-4360

*President* DAVID N. MYERS *Vice-Presidents* LEONARD RATNER MAURICE SALTZMAN LLOYD S. SCHWENGER *Treasurer* WILLIAM G. TREUHART  
*Associate Treasurer* ALEX MILLER *Executive Vice-President* HENRY L. ZUCKER *Executive Director* SIDNEY Z. VINCENT

November 26, 1965

Rabbi Daniel J. Silver  
The Temple  
University Circle & Silver Park  
Cleveland, Ohio 44106

Dear Rabbi:

Enclosed please find a proposal for Jewish community involvement in the War on Poverty.

If it is agreeable with you, I think we should take the following two steps simultaneously:

1. Distribute the proposal to members of the Public Welfare Committee, inviting their comments and any changes they might want to suggest, and reporting that we would like to take this through proper channels to the Federation Board.
2. Arrange a meeting with agency executives to get their reactions and alert them to the fact that we will be encouraging their participation in the program.

Assuming no serious objections from either of these groups, it seems to me we will then be ready to bring the proposal to the two arms of Federation most interested in the substance of this proposal -- the Community Relations Committee and the Social Agency Committee. Both chairmen are aware of the proposal, though they don't know the details, and they are eager to cooperate with us.

I'll be in touch with you soon to discuss this further.

Sincerely,

*Bernie*

Bernard Olshansky

ch  
encl.

November 26, 1965

PROPOSED PARTICIPATION OF THE  
JEWISH COMMUNITY  
IN THE WAR ON POVERTY

For the first time in our history, the people of the United States have undertaken, as a matter of stated public policy, a concerted attack on poverty throughout the nation. Its objective is stated in the preamble to the Economic Opportunity Act of 1964:

" . . . It is therefore the policy of the United States to eliminate the paradox of poverty in the midst of plenty in this nation by opening to everyone the opportunity for education and training, the opportunity to work, and the opportunity to live in decency and dignity. . . ."

All sectors of the American community have risen to this challenge. Educational, welfare, and health agencies -- governmental, voluntary, and religious -- nationally and locally, have engaged themselves in this struggle.

Here in Cleveland, the Council on Economic Opportunities has been formed, representing leaders of government, industry, civic groups, and residents of deprived areas to carry on programs in this arena. The Cleveland Welfare Federation has assigned a full-time staff person to work with the Council. The Welfare Federation also has launched programs and helped other agencies to initiate programs as part of the Cleveland attack on poverty. A special fund has been set up by the Community Fund to provide seed money for local shares of demonstration projects. The Department of Urban Affairs of the Council of Churches, and the PEACE Project of the Diocese indicate the formal expression of interest of the Protestant and Catholic churches in Cleveland. Within the Jewish community, many temples and synagogues, member agencies of the Federation, and other Jewish organizations have engaged in projects designed to improve conditions in deprived sections of the city.

A number of problems have been confronted; but a critique of the poverty program is not the purpose of this memorandum. Rather, it is our purpose to address ourselves to efforts

of the Jewish community in this sphere. For the Jewish community as a whole, the picture is one of good intentions and uncoordinated activity.

The purpose of this proposal is to suggest a mechanism for pulling together the efforts of the Jewish community; to enhance these efforts in a manner which will help them accomplish the best practical results; and to create a Jewish "presence," by which the efforts of Jewish individuals and groups can have recognition from our friends in the general community, and through which members of our own community may be made aware of the urgency and importance with which the Cleveland Jewish community regards this War on Poverty.

#### THE PROPOSAL

The Public Welfare Committee hereby proposes that the Jewish Community Federation undertake and engage the staff necessary to conduct a three-year experimental program of participation in the Cleveland attack on poverty. Under this program, it would collect and distribute information; stimulate and coordinate the efforts of local Jewish congregations, agencies, and organizations; focus the activities of Jewish individuals and groups for the greatest effectiveness; engage the interest of volunteers and professionals, and find means to make use of their talents; and operate experimental and demonstration programs in the War on Poverty.

Some of the specific functions which might be performed are indicated briefly below, not with the idea that this represents a complete or final picture of what would be done, but rather to suggest the kinds of things that could appropriately be carried on through this means.

1. Federation would work with agencies in the development of special projects, helping agencies to set up such projects and calling their attention to possible areas of activity. Local agencies already have been engaged in such activity, but there is no available mechanism for presenting them together as a systematic

effort of the Jewish community, and there is room for much more activity in this field.

For Example:

Mt. Sinai Hospital, for the past three years, has operated a total health program for the residents of the Springbrook Housing Project. Facilities have been set up in the Project, and hospital personnel have been used to provide medical care for residents of the Project. The facilities of the hospital have been brought into play in instances of specialized need.

The Jewish Family Service Association has operated a program of Family Life Education in the Hough Area for mothers of young children. A key staff member has been made available to work over a period of many weeks in group interviews designed to improve these mothers' ability to handle difficult family problems.

The Jewish Vocational Service has trained work counselors serving in under-privileged sections of the city. People with less than professional training have been trained by JVS staff in some of the basic principles involved in vocational counseling. They then go into the neighborhoods to do much of the preliminary work required to get unemployed residents into the employment market.

These projects represent only a small part of what might be done by agencies, using their own resources and those of the general community, to put their knowledge and experience to work for the general good. The function of this program would be to point out areas for new projects, coordinate the efforts of our agencies, and make known to the community at-large the possibility of such projects.

2. Federation would spearhead new projects of a short-term nature, where the Jewish community has special competence or interest which can be brought to bear.

For Example:

Last summer, the PACE Association encouraged the development of tutorial programs in the Greater Cleveland area to upgrade the educational skills of children in deprived areas, particularly in reading which is crucial to educational accomplishment. The high degree of education of many Cleveland Jewish residents, and their interest in

community service, would have made this a natural for a concerted program under Jewish auspices. As it happened, other groups did engage in projects of this kind, but none with the organizational and promotional skills which could have been brought to bear in a program of the kind which has been described.

The Men's Club at the Temple, some time ago, experimented with an effort to make available the business knowledge of Temple members for the benefit of small business men in deprived sections of the city. The validity of this approach has since been confirmed by the establishment, within the Cleveland Small Business Opportunity and Development Corporation, of a program providing management counseling, and business management consultation.

These, and other imaginative projects, provide opportunities for short-term experimental approaches to the War on Poverty. The function of this program would be to point up and encourage activities of this kind among groups within and on the part of the total Jewish community.

3. This program would provide means of securing the interest and activity of individuals at all levels in the Jewish community for voluntary participation in poverty programs. It would be the channel through which members of the Jewish community are recruited and assigned to special projects.

For Example:

The Jewish community is fortunate in the high quality of knowledge and interest of its lay leadership. Many of the poverty programs are predicated on the assumption that potential users of services should participate in policy decisions of the programs affecting them. However, their experience and knowledge of community work is so limited that their potential effectiveness is substantially reduced. A training program, wherein Jewish community leaders work with local agencies in training leaders from deprived sections on a one-to-one basis for a period of perhaps a year, could be a valuable contribution.

Leaders of the Jewish community might be recruited for volunteer service on programs in the general community. The program would function as a central resource for placing them in assignments where they are especially qualified.

Many Jewish young people and adults, not necessarily among those who have attained positions of leadership, are seeking to associate



themselves with a Jewish presence in combating problems of the general community. The Temple, Fairmount Temple, the Jewish Community Center, the Council of Jewish Women and other congregations and agencies have already undertaken programs of this kind. Inquiries about possibilities for additional programs have come to the Federation office from groups ranging from Junior High Schoolers to senior citizens.

In all these spheres, the experimental program would seek to locate areas of potentially useful activity, recruit, interpret, and stimulate interest in organized efforts by Jewish volunteers for the common good.

4. The program would serve as a central resource to make available for service for special purposes some of the Jewish community's outstanding professionals. They might engage in consultation, supervision, in-service training, or other specialized functions where top-quality professional personnel can contribute to the programs of governmental or voluntary agencies serving residents of deprived sections of the city.

For Example:

In the days before formation of Community Action for Youth, a key staff member of the Jewish Federation was made available to the Hough Neighborhood Organization to develop a vital program of neighborhood improvement. This staff member was assigned full-time for a period of a year and made a valuable contribution to the ground work preceeding the organization of CAY. Similar assignments, for finite period of time, might be made by Jewish agencies to assist other programs in deprived areas.

A number of programs have been funded in Cleveland which focus attention on children of pre-school age. The organization of these programs requires guidance from highly competent professionals, such as those serving on the staff of the Jewish Children's Bureau. The assignment of one or more such professionals for temporary service in organizing such programs would be of value in establishing these programs on a sound basis.

A new agency is now being formed under the sponsorship of family agencies to provide family counseling services in deprived areas. Greater Cleveland Neighborhood Centers Association is developing an out-reach program to establish contact with residents of deprived areas. The Public Welfare Department is adding personnel to bring

it in line with standards required under the Public Welfare Amendment of 1962. These and other programs all will use large numbers of untrained persons to carry on professional or semi-professional responsibilities. The success of these efforts will depend on the effectiveness of their untrained staffs. In-service training programs, using -- among others -- some top professionals of local Jewish agencies, could represent highly useful contributions to their effectiveness. Such staff might be loaned for blocks of time or for temporary assignments.

The release of staff, under these arrangements, will impose burdens upon the agencies for which special help may be required. The experimental program would not only seek to encourage and find places for staff participation, but also try to help agencies make the special arrangements required to make it possible. This may require some additions to agency staffs, some provision of extra funds to absorb additional costs incurred, and flexibility in matters such as retirement funds, vacations, etc.

#### STRUCTURE

Responsibility for the development of this experimental program would be vested in the Federation's Public Welfare Committee, and special subcommittees would be appointed, as appropriate, to deal with aspects of the program. Staff would be engaged, under the supervision of the Director of Social Planning, and working in close liason with the Director of Community Relations. The activities of this program would be integrated into the overall program of the Federation.

#### PERSONNEL

The services of many members of the Federation staff would be used as needed for the functions described above. Social Planning, Community Relations, and Research Departments would be most directly involved, but fiscal and fund-raising staff would represent important additional sources of help.

In addition, the following personnel are required:

One Staff Associate

This would preferably be a professional social worker with training and/or experience in the community organization field. He would be a person with substantial professional experience (at least five years) and a capacity to relate himself to a wide range of professional activities as well as to the promotion and encouragement of non-professional activity in this field. This would best be a competent and personable young man in his early 30s, engaged on a full-time basis.

One Secretary

The wide-range of activities, the many organizations and individuals involved, and the necessity of keeping abreast of developments nationally as well as locally, require a greater than usual amount of clerical assistance. A full-time secretary would be engaged with responsibilities for such additional functions as assisting in the recruitment of volunteers, keeping track of assignments, collecting statistical information, etc. This would best be a mature woman, with basic secretarial skills, and a capacity for carrying out the additional types of functions indicated.

FUNDING

For the term of the project, provision should be made for funds over and above the regular operating budget of the Federation. It is anticipated that approximately \$25,000 per year will be required.

It is proposed that this program be financed out of special funds. Two possible sources of financing might be the Federation's Endowment Fund or any of several community foundations which might be especially interested in this type of program. Funds for this project should not be taken from the annual Jewish Welfare Fund, nor should there be a

special public campaign for financing. It is expected that special projects might be financed through governmental bodies or other funding sources.

CONCLUSION

The proposal that has just been described is not complete. It represents only preliminary thinking and will have to be developed in greater detail. It is hoped that a sense of the importance and the excitement of this new venture has been conveyed. The tradition of the Jewish people, in general, and the Cleveland Jewish community has been to concern itself with the well-being of the total community. It is hoped that this represents a practical handle for carrying out this commitment in the most effective way.