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Welfare Federation, Committee on Public Assistance,
correspondence, minutes, reports, and lists, 1963-1968.

THE WELFARE FEDERATION

Serving the Cleveland Metropolitan Area

1001 HURON ROAD

781-2944

CLEVELAND 15, OHIO

Bringing together more than 200 organizations for community planning in health, welfare and recreation

FRED M. HAUSERMAN, *President*
RAYMOND S. LIVINGSTONE, *Vice-President*
NORMAN SHAW, *Vice-President*
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W. T. McCULLOUGH, *Executive Director*
MISS LEONA BEVIS, *Associate Director*
C. W. MIDDLETON, *Associate Director*
R. P. OVERMYER, *Associate Director*

December 9, 1963

Rabbi Daniel Silver
The Temple
University Circle - Silver Park
Cleveland, Ohio 44106

Dear Rabbi Silver:

I am writing to ask you to serve as a member of a new Committee on Public Assistance recently authorized by the Central Planning Board of the Welfare Federation.

The Central Planning Board believes that the problems in the field of public assistance must have top priority attention of the Welfare Federation and the community during the next several months. The selection of the people to be invited to the membership of this Committee is intended to include representation of community leadership concerned with one or more aspects of the problem.

As you examine the list of people to be invited to serve you will note a group called "Resource Members". We believe they have a key role in the effective management and operation of the Committee as they can furnish us with important information for use in the development of plans.

I am pleased that Robert M. Ginn, Vice President, Cleveland Electric Illuminating Company, has agreed to accept the chairmanship.

Attached are several items you will want to read: A statement of the broad assignment to this Committee; a list of persons invited to serve; and the docket item from the Welfare Federation Board of Trustees meeting of November 15.

I will look forward to your acceptance to membership on this Committee. Soon after we hear from you, Mr. Ginn will call a meeting of the Committee.

Sincerely yours,

Norman

Norman Shaw, Chairman
Central Planning Board

WELFARE FEDERATION
Enclosures



A RED FEATHER SERVICE SUPPORTED THROUGH THE UNITED APPEAL

[with Dec 9, 1963]

Central Planning Board
Welfare Federation of Cleveland

November 15, 1963

Assignment to the Public Assistance Committee

1. To establish broad goals for the public assistance programs.
2. To seek action by appropriate bodies on state and local studies already made or to be made.
3. To determine areas of additional research and planning which may be needed.
4. To be the coordinating point for moving such studies along.
5. To plan programs and activities aimed toward more widespread understanding of the conditions which affect public assistance needs and of the people who are the beneficiaries of these programs.
6. To serve as a coordinating point for other community efforts to bring these into effective focus as expression of the community conscience on this problem.

Among the areas for additional planning and research are:

1. The broad problem of financing medical care of the indigent sick (The Board of Trustees referred this question to the Central Planning Board in June with specific reference to people in the 40-64 age group, who are affected by employment dislocations and who no longer have insurance coverage);
2. the problem of financing nursing home care of the chronically ill;
3. the study of unemployables on which the Welfare Federation is cooperating with the Governmental Research Institute; and
4. the Nutrition Association is nearing completion of a study of the nutrition deficiencies of public assistance families.

It is intended that the Committee on Public Assistance will perform a management type function. It will look to existing groups which can carry work assignments or it will create temporary groups to do specific jobs.

MEMBERS OF PUBLIC ASSISTANCE

Those invited to serve are:

- Robert M. Ginn, CHAIRMAN, Vice President, Cleveland Electric Illuminating Co.
- *Kewgyir Aggrey, Deputy State Welfare Director, Cleveland District Office
- James M. Carney, Attorney, Carney, Carney & Broadbent
Catholic Charities Diocese of Cleveland
- Hon. Frank P. Celeste, Mayor, City of Lakewood, Ohio
- Frank J. Chokel, Director of Special Surveys, Inc.
- Charles P. Clarke, Attorney, Squire, Sanders & Dempsey
Co-Chairman, Legislative Committee, Welfare Federation of Cleveland
- Mrs. F. Norton Dickman, Civic Leader
- 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, Vice Chairman, Board of Trustees, Cuyahoga County Hospital
- Frank M. Gorman, County Commissioner
- Henry Hopwood, Director of Public Relations, Republic Steel Corporation
- *Bernard Houghton, Executive Secretary, National Association of Social Workers,
Cleveland Chapter
- *Melvin T. Jackson, Director, Social Welfare Dept., Cleveland Area Church Federation
- Irving Kane, Chairman, Public Welfare Committee, Jewish Community Federation
- Erwin W. Kehl, Vice President and Store Manager, The May Company
- *Richard M. Kelley, Director of Planning, Catholic Charities of Diocese of Cleveland
- Walter C. Kelley, Jr., Attorney, Baskin, Kelley, Lausche & Heavilin
- Lawrence E. Murtaugh, County Administrator
- William I. Ong, Assistant to President, American Steel & Wire
Chairman, Advisory Board, Cuyahoga County Welfare Department
- Mrs. Frank H. Porter, Civic Leader
- *David Rabinovitz, Director of Social Planning, Jewish Community Federation
- *John J. Schaffer, Director, Cuyahoga County Welfare Department
- Oliver C. Schroeder, Jr., Acting Dean for Administrative Affairs of Law School and
Director of Law-Medicine Center, Western Reserve University;
Cleveland Area Church Federation
- Rabbi Daniel Silver, The Temple
- Seth Taft, Attorney,
President, Governmental Research Institute
- * Resource Member

C ACTION OF THE CENTRAL PLANNING BOARD
O TO ESTABLISH A COMMITTEE ON PUBLIC WELFARE
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Norman Shaw, Chairman
Central Planning Board

At the last meeting of the Central Planning Board, action was taken to establish a Committee on Public Assistance. As in the case of the child care problem, the Committee will seek action by appropriate bodies on recommendations of local and state studies already made or to be made.

In the case of public assistance programs, however, there is need for goals and for more widespread understanding of the conditions which affect public assistance needs and of the people who are the beneficiaries of these programs.

It will be the responsibility of this Committee to determine areas of additional research and planning which may be needed and to be the coordinating point for moving such studies along. Among these will be:

- 1) the problem of financing medical care of the indigent sick (The Board of Trustees referred this question to the Central Planning Board in June with specific reference to people in the 40-64 age group, who are affected by employment dislocations and who no longer have insurance coverage);
- 2) the problem of financing nursing home care of the chronically ill (pointed up by the Committees on Older Persons and Chronically Ill);
- 3) the study of unemployables on which the Welfare Federation is cooperating with the Governmental Research Institute; and
- 4) the Nutrition Association is nearing completion of a study of nutrition deficiencies of public assistance families.

It is intended that the Central Planning Board's Committee on Public Assistance will perform a management-type function. It will look to existing groups which can carry work assignments or it will create temporary groups to do specific jobs.

The major study which contains a comprehensive set of recommendations for action is The Ohio Citizen's Council Blueprint for Financing and Administration of Public Welfare in Ohio. This was incorporated in the Omnibus Bill - H.B. 855 - last spring and is one of the bills under study by the Legislature's Committee to Study Public Welfare Financing.

On the public interpretation side, the Public Relations Committee has had this problem under consideration in the past few months.

The Public Assistance Subcommittee will be concerned with both immediate and longer term planning. It is being appointed for two years with provision for evaluation of progress at the end of next year.

The Board will want to know that during recent months considerable work has been done by Welfare Federation leaders with reference to ADC-U legislation. Raymond S. Livingstone, Vice-President, William D. Ginn, and W. T. McCullough joined in

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Council, Harry T. Sullivan, to propose later for a resolution of the General Relief problem through adoption of ADC-U. This meeting was held on October 31.

Fred M. Hauserman, President of the Welfare Federation, Rabbi Daniel Jeremy Silver, representing The Jewish Community Federation's Committee on Public Welfare, and W. T. McCullough appeared on November 7 at the public hearing of the State Committee to Study Public Welfare Financing held in Columbus. A number of communities were represented in person and by letter. Copies of the statements made by Rabbi Silver and the Welfare Federation are available at the door.

The staff prepared a brochure on ADC-U (at your places--white) which has been distributed to our whole constituency. Nearly 4,000 copies have been ordered by local agencies. A few Welfare Councils throughout the State have asked for copies in volume. Lawrence E. Murtaugh, County Administrator, and John J. Schaffer, County Welfare Director, were consulted on this brochure.

Yesterday, a meeting of hospital presidents and executives was held to enlist their interest in the broader public assistance problem which must be solved in order to solve the problem of financing indigent care.

The Jewish Community Federation has established a Committee on Public Welfare; the Catholic Charities Bureau also plans to do so; and, the Cleveland Area Church Federation has had a committee and has staff time available for work on this problem. A number of the larger agencies have appointed committees on public issues. The Junior League, in cooperation with the County Welfare Department, plans to undertake visitation of relief families to gain better understanding. All of these kinds of developments, under a variety of auspices, portend the prospect of more effective expression of the community conscience on this problem in the future. This has been a greater lack than the lack of ideas for action.

It is hoped that the Central Planning Board's Committee on Public Assistance can bring all these efforts and others yet to be encouraged into effective focus.

On the preventive side, there must be concern about employment opportunities. Our Occupational Planning Committee played a key role in bringing about the recently reported Area Skills Survey. The Occupational Planning Committee is currently re-evaluating the community need for a coordinating mechanism with reference to training and retraining programs for which there is federal aid. The P.A.C.E. Association is giving special attention to vocational education problems and needs in the schools. These are other facets of attack on the public assistance problem on which there is some movement, and need for more, and which should be part of a comprehensive approach.

Public assistance programs in the State of Ohio and in this community have deteriorated seriously during the past year. After having averted a crisis about a year ago through the City's action to increase its allocation for General Relief, the State's action to reduce its participation in financing this program has resulted in a far worse situation than the crisis we thought we had averted. There is an increasing number of people who believe that resolution of the public assistance problem must have top priority, if for no other reason than the great number of children affected.

December 10, 1963

Mr. Norman Shaw
The Welfare Federation
1001 Huron Road
Cleveland 15, Ohio

Dear Mr. Shaw:

I shall be happy to serve on a Committee on
Public Assistance of the Welfare Federation.

Cordially yours,

DANIEL JEREMY SILVER

DJS:lg

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January 8, 1964

TO: MEMBERS OF THE COMMITTEE ON PUBLIC ASSISTANCE

FROM: Leona Bevis, Secretary

Mr. Robert Ginn, Chairman, is calling the first meeting of the newly appointed Committee on Public Assistance for 12:00 noon, Friday, January 31, 1964 in Room 300, 1001 Huron Road (luncheon will be served at the price of \$1.50).

Mr. Ginn is pleased to advise you that with the exception of one, all persons invited to serve have accepted. Oliver Schroeder, Jr., has found his schedule so complicated at this time that he could not accept.

With the invitation to serve on this Committee, members received an Outline of the Assignment from the Central Planning Board and a copy of the Docket Item of the Board of Trustees of the Welfare Federation. We are enclosing with this notice a draft statement of Goals for Public Assistance and a draft Outline of Identification of Major Problem Areas in the Public Assistance Field. It is Mr. Ginn's thought that the Committee work will be advanced if it has written materials with which to begin its work. You will recall that we have set the goal of attempting to accomplish a major segment of the assignment to the Committee within the calendar year of 1964.

One thing on which we would like your help before January 30th. We will need to arrive at a regular meeting date with the plan that we will meet monthly through June and resume monthly meetings in September. Would you indicate on your reply card whether or not the 1st Tuesday or 4th Monday would be a better date? The Welfare Federation calendar is so full of listed meetings that it is difficult to find a date which does not conflict with some other group. There appear to be fewer meetings that might conflict on the days we have chosen. If these dates are not favorable we will try again. However, we will make this first try at arriving at a regular meeting time.

Enclosed is a postal card on which to indicate whether or not you plan to attend the meeting; if you would like a luncheon reservation; and your preference for a regular meeting date. Please return.



A RED FEATHER SERVICE SUPPORTED THROUGH THE UNITED APPEAL

OUTLINE OF IDENTIFIED MAJOR PROBLEM AREAS IN THE PUBLIC ASSISTANCE FIELD

1. ADMINISTRATION

Ohio laws provide six separate administrative categories of public assistance for needy persons. Each of these programs, with the exception of Soldier's Relief, involves a considerable use of state funds. Four of the programs involve substantial amounts of federal funds.

- a. General Relief is administered at the local level and is a divided responsibility among the municipalities and the County. It is basically the responsibility of the cities except for the area outside the cities and relief to non-residents which are the responsibility of the county.
- b. Soldiers Relief is administered by the Soldiers Relief Commission in each county.
- c. Aid for Aged is administered by the State which maintains local offices in each county.
- d. Aid for the Blind is administered by the County.
- e. Aid for the Disabled is administered by the County.
- f. Aid for Dependent Children is administered by the County.

Alternative Administrative Proposals

The Ohio Citizens' Council for Health and Welfare has recommended one agency in each county to administer all of the tax-supported welfare programs except Soldiers Relief.

Other studies have recommended a single state agency to administer all of these programs except Soldiers Relief which they have recommended either be abolished or left intact.

Still another alternative recommended is State administration of Aid for Aged, Aid for Blind and Aid for Disabled with the counties administering the other categories of General Relief and Aid to Dependent Children.

[Jan 2, 1964]

2. FINANCING

The programs are financed through an unsystematized collection of financing methods bearing little relationship to ability to pay, actual needs or to administrative responsibility.

The financing of the six separate categories are more complex than the administrative patterns. Further, they lack the flexibility necessary to meet the fluctuating demands of economic conditions.

- a. General Relief - The law fixes responsibility for financing on the cities but provides for state matching up to 50 per cent of funds expended by the local community. Last March, 1963, the state matching was reduced from the traditional 50 per cent to 40 per cent. Local funds are from two sources: The one, a one mill and a sixty-five hundredth mill state collected utility excise tax distributed on the basis of a formula and not on the basis of poor relief needs which results in some communities receiving funds for which they have no poor relief needs while others have to dip heavily into local general funds sources. The local general fund is the other source for financing.
- b. Soldiers Relief is financed solely by general funds of the County and Soldiers Relief Commissioners may claim five tenths mill for this program.
- c. Aid for Aged is financed by federal (60%) and state (40%) funds.
- d. Aid to the Blind is financed primarily by federal (54%) and state (39%) funds with the county providing one-half the administrative costs of Aid to Blind (7%).
- e. Aid for Disabled is financed by federal (55%) and state (29%) funds and by the county share which is actually a bookkeeping transfer of a portion of the state collected public utility excise tax money distributed to the county (16%).
- f. Aid to Dependent Children is financed by federal (67%), state (23%) and county (10%) funds.

The law requires the counties to appropriate (15) one hundredths of a mill. The federal share is provided on the basis of a formula -- one-half of the state average monthly payment per individual up to \$30 + \$5.50. One-half of \$30 = \$15 + \$5.50 = \$20.50. This is the maximum federal matching available. The state appropriation is to provide the difference.

- g. Aid to Dependent Children - Unemployed will be financed by a different formula. Poor relief funds are to be used for the state and county share of cost above the federal matching on an equal 50-50 basis.

[Jan 2, 1964]

-3-

Proposals for Simplification In Financing

Both the Ohio Citizens' Council and the State Legislative Service Commission in studies completed this past year have recommended methods of financing aimed at simplifying the present methods and providing greater equitability. Two other major proposals, within recent years, have been advanced for changes in the methods of financing.

Each of the plans would meet certain objections to the present system, but each has the disadvantage of costing either the state or many of the counties considerable more money despite the state and local savings expected from adoption of ADC-U.

Compromise approaches which minimize additional costs to the state and the counties are possible and would result in a more rational system of welfare financing.

3. ASSISTANCE PAYMENTS

The allowances available vary from program to program. The General Relief and Aid to Dependent Children family allowances are at 63 per cent and 70 per cent of minimum required for health and decency and result in inadequate nutrition, clothing and housing for many thousand children in this county. The adult programs of Aid for Aged (100%), Aid for the Blind (100%) and Aid for Disabled (95%) are more nearly adequate to meet basic maintenance needs of individuals living in their own home than are the allowances for families with children.

The recently enacted ADC-U legislation should provide some slight gain in family allowances but will not provide enough to go above 75 per cent, if that high. The low family allowances are said to create further dependency and to act as a deterrent in rehabilitation of the family.

(Jan 2, 1964)

-4-

The Ohio Citizens' Council has five recommendations relating to standards of assistance. "Standards of Assistance" are the yardstick by which "need" is determined and the amount of aid to be provided is computed. They consist of three parts: 1) the standards for food, clothing, shelter and other items; 2) the rules by which "special needs" calling for "special allowance" are determined, and 3) the rules governing evaluating and consideration of income and other resources which an individual or family may have.

4. SERVICES

High caseloads and lack of enough mature, trained personnel limits attention of staff to determining eligibility and budget requirements and precludes service directed to control and reduction of dependency.

Proposals for Improvements In Services Aimed to Strengthening Families and Reduction of Dependency

The Federal Public Welfare Amendments of 1962 (Public Law 87-543) authorizes the Federal Government to pay 75 per cent of the costs incurred by the state in providing these services, provided the state makes available to all persons needing and requesting them those services provided by law. Present Ohio laws are either silent about the provision of these services or make their provision optional with the local welfare agencies.

The Ohio Citizens' Council Blueprint for Public Welfare has nine recommendations which are aimed toward strengthening services to combat dependency, ill health and social maladjustments. These are worthy of careful review and comment. Coupled with this improvement is the need for legislation and administrative changes to permit the full application of the federal amendments designed to encourage employment of recipients.

5. HEALTH AND HOSPITAL CARE OF THE INDIGENT SICK

Health and hospital care of the needy is closely related to and affected by the same problems which affect the assistance needs of families and

individuals. There is a glaring lack of consistency in meeting the medical care requirements of Ohio's needy citizens.

- a. The major sources for financing the hospital and medical needs of the indigent sick are General Relief, Aid for Aged, and Aid for Blind funds. Most of the time funds from these sources have been inadequate to pay the vendors the actual cost of providing such care.

There is need for legislation to define "medical indigency" or to require that such definition be promulgated by the proper state authority. Further, there is need for a health care provision in all programs and especially Aid to Dependent Children.

6. NURSING HOME CARE

Closely related to health and hospital care needs of the medically indigent is the need for adequate levels of payment for needy persons requiring nursing home care.

The present state ceiling of \$170 which can be paid for nursing home care is considered inadequate particularly in this community where \$250 is necessary for minimum care.

The state ceiling tends to effect the quality of nursing home care available for all citizens.

January 2, 1964
Leona Bevis, Associate Director
Welfare Federation of Cleveland

[Jan 2, 1964]

STATEMENT OF GOALS FOR PUBLIC ASSISTANCE

THE GOALS FOR PUBLIC ASSISTANCE SHOULD BE:

- I To promote active participation of citizens in services and planning for families in need of public assistance at the local and state community level.

In setting goals for community services for the future, it is clear that long-range planning is needed in order to strengthen preventive services and to break the cycle of self-perpetuating dependency and poverty.

The local community is the place where the services actually become available whether the program is nationally administered like Old-Age and Survivors Insurance; state administered like Aid for Aged, or locally administered like General Relief. The effectiveness of the services provided by both public and voluntary agencies depends on how well they meet the needs of the people who live in the community.

The interest, enthusiasm, and initiative of local citizens in leadership roles serves significantly in coordination, planning, developing and financing of effective community service programs.

- II To prevent and to alleviate chronic dependency wherever possible; to rehabilitate, train and retrain as many welfare recipients as possible; and to develop more effective use of community work projects for persons able to work who cannot find private employment. (1)

Each individual should be provided the opportunity to realize the full potential of his capacity for productive and effective living.

The era of unprecedented social and economic changes has raised new problems in economic behavior, social organization, and human relations which affect ability of many individuals to realize their capacity for production.

The specific solutions of the past with the pattern of meeting minimal needs or concentrating on the casualties and crises of social disorganization will no longer suffice. There must be deliberate effort to assess the consequences of new developments, and to anticipate their psychological, social and economic consequences to individuals, families and the community.

(1) Blueprint for Improving Public Welfare in Ohio
Issued by the Ohio Citizens' Council for Health and Welfare, January 1963

[Jan 2, 1964]

- III To provide sufficient financial aid for maintenance and for health care to the needy to enable them to have a minimum but adequate standard of living.

The determination of eligibility should be on the basis of a "standard of assistance" or yardstick by which "need" is determined and the amount of aid is computed.

The standard of assistance should be sufficient to provide a minimum adequate standard of living. It should be objectively determined and not subject to change with changes in the amount of money available for public welfare.

It should be reviewed at stated intervals and revised as necessary to reflect changes in the cost of living.

- IV To consolidate the six major programs for public assistance in Ohio into a single program with need for assistance the basic qualifying factor.

Ohio has five major state programs for public assistance; Aid for Aged, Aid for Blind, Aid for Disabled, Aid for Dependent Children and General Relief.

Soldiers Relief is the one locally controlled program; Aid for Aged is state administered; Aid for the Blind, Aid for Disabled and Aid for Dependent Children are county administered and state supervised.

General Relief is a responsibility of the cities, but most cities like Cleveland contract with the county to administer the program.

Consolidation of public assistance programs is desirable in the interest of administration simplification and greater efficiency of operation.

The combination of the adult program categories -- Aid for the Aged, Aid for the Blind and Aid for Disabled -- into a single program under state or county administration could result in additional federal matching funds for Ohio. Estimated in November 1963 at 1.2 million.

- V To make mandatory the provision for one agency in each county to administer all tax-supported public assistance programs.

- VI To establish a more systematic method of financing public assistance costs which takes into account these factors: ability to pay, actual needs, and administrative responsibility.

- VII To develop services within the administering agencies to furnish applicants and recipients with social services to help them attain the capability of self-care and self-support.

Provisions should be made to assure that all persons in need of these services because of financial dependency, ill-health, or social maladjustment have access to such services.

- VIII To develop a program for health and hospital care which meets the medical requirements of Ohio's needy citizens.

In this community the hospital care requirements of people are being met, but financing is not available to pay the hospitals for care rendered. This is creating a serious problem for the hospitals and the community.

There is need for definition of medical indigency. There is also need for a consistent program for meeting the medical care needs of the indigent sick.

January 2, 1964

Leona Bevis, Associate Director
Welfare Federation of Cleveland

[Jan 22, 1964]

STATEMENT OF GOALS FOR PUBLIC ASSISTANCE

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Each individual should be provided the opportunity to realize the full potential of his capacity for productive and effective living.

The era of unprecedented social and economic changes has raised new problems in economic behavior, social organization, and human relations which affect ability of many individuals to realize their capacity for production.

The specific solutions of the past with the pattern of meeting minimal needs or concentrating on the casualties and crises of social disorganization will no longer suffice. There must be deliberate effort to assess the consequences of new developments, and to anticipate their psychological, social and economic consequences to individuals, families and the community.

- II To provide sufficient financial aid for maintenance and for health care to the needy to enable them to have a minimum but adequate standard of living. (A specific goal for 1965 should be adequate appropriations by the responsible state and local governments to improve the level of living of recipients of aid to a minimum to permit the maintenance of health and decency.)

The determination of eligibility should be on the basis of a "standard of assistance" or yardstick by which "need" is determined and the amount of aid is computed.

The standard of assistance should be sufficient to provide a minimum adequate standard of living. It should be objectively determined and not subject to change with changes in the amount of money available for public welfare.

It should be reviewed at stated intervals and revised as necessary to reflect changes in the cost of living.

[Jan 22, 1964]

- III To promote active participation of citizens in services and planning for families in need of public assistance at the local and state community level.

In setting goals for community services for the future, it is clear that long-range planning is needed in order to strengthen preventive services and to break the cycle of self-perpetuating dependency and poverty.

The local community is the place where the services actually become available whether the program is nationally administered like Old-Age and Survivors Insurance; state administered like Aid for Aged, or locally administered like General Relief. The effectiveness of the services provided by both public and voluntary agencies depends on how well they meet the needs of the people who live in the community.

The interest, enthusiasm, and initiative of local citizens in leadership roles serves significantly in coordination, planning, developing and financing of effective community service programs.

- IV To consolidate the six major programs for public assistance in Ohio into a single program with need for assistance the basic qualifying factor.

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The combination of the adult program categories -- Aid for the Aged, Aid for the Blind and Aid for Disabled -- into a single program under state or county administration could result in additional federal matching funds for Ohio. Estimated in November 1963 at 1.2 million.

- V To make mandatory the provision for one agency in each county to administer all tax-supported public assistance programs.

VI To establish a more systematic method of financing public assistance costs which takes into account these factors: ability to pay, actual needs, and administrative responsibility.

VII To develop services within the administering agencies to furnish applicants and recipients with social services to help them attain the capability of self-care and self-support.

Provisions should be made to assure that all persons in need of these services because of financial dependency, ill-health, or social maladjustment have access to such services.

VIII To develop a program for health and hospital care which meets the medical requirements of Ohio's needy citizens.

In this community the hospital care requirements of people are being met, but financing is not available to pay the hospitals for care rendered. This is creating a serious problem for the hospitals and the community.

There is need for definition of medical indigency. There is also need for a consistent program for meeting the medical care needs of the indigent sick.

COMMITTEE ON PUBLIC ASSISTANCE
SUB-COMMITTEE ON SERVICES

Beginning thoughts and ideas which can serve as a frame of reference for the first meeting:

The Sub-Committee is charged with the responsibility for determining the standards and quality of service which our Public Assistance Programs should have in order that they may carry out an effective program which would meet need and prevent and reduce dependency.

The whole subject of public welfare gets lost when people talk about the necessity of adequately financing our Public Welfare Services. For this reason, the Welfare Federation has thought that people ought to have a chance to get familiar with certain aspects of the problem. The Sub-Committee on Services will be considering what we need so that we might then be able to recommend what our Public Welfare Department should be and what it should become.

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of
Administrative*

The Sub-Committee would concentrate on the service needs of the recipients of the various programs and make recommendations as to the quality and adequacy of service. The programs which would be included in our study would be AID FOR THE AGED, AID TO THE BLIND, AID TO THE DISABLED, AID TO DEPENDENT CHILDREN AND GENERAL RELIEF.

Reasons which support the development of services within our Public Assistance Programs:

Our Government which in the past has been called upon to guarantee Constitutional rights has now been called upon to guarantee to every citizen the right to his place as a worker and the right to income received under conditions compatible with self-respect when he is unable to work.

The extent of dependency upon socially provided income, however, in our country is not generally recognized. It always comes as a surprise to most people to learn that in any week in any month a certain number of people receive income under some type of aid. For this reason, the problem of economic security continues to challenge the best efforts of man.

Our Committee though concerned with seeking to see that adequate assistance grants are made to those who have no means of livelihood or only inadequate means is most deeply concerned with making adequate provisions to prevent or reduce a family's dependency on public aid.

Hope for these provisions becoming a reality increased during recent years by the passage of the Public Welfare Amendments

*of public
assistance
state
rehabilitation*

of 1962. On July 25, 1962 the President signed Public Law 87-543 (H.R. 10606) to extend and improve the Social Security Act. That law amended and improved the Federal-State program thru a new and developmental approach which emphasized rehabilitation and other social services to prevent or reduce dependency. It also provides and endeavors to assist recipients to attain or retain their capacity for self-support or self-care. In addition there are incentive provisions for states to improve and progress and to increase the supply of adequately trained personnel.

To accomplish this goal our Committee should be expected to see that public assistance policy should be directed first and foremost to utilize to the full every measure which gives promise of minimizing the extent of economic insecurity. Social services can play an important role in the prevention of poverty where the need for public aid is attributed to social, medical or personal maladjustment.

*includes
rehabilitation*

*divis
material*

What we need is an "industrial revolution" in our Public Welfare Programs. The task is to build into our Public Welfare Programs our private, free enterprize system with all its stress on initiative, invention, etc. so that people will not have to think of public welfare as a program which doles out money and stifles initiative. The job is to help the industrial and business leaders to do in public welfare what they do in their business. To do this we will need to take another step, to take a step beyond just giving financial assistance. We will need to invest funds thru taxes to create the social services required to prevent or reduce dependency on public aid. The challenge is to have a "profit motivation" and to think of the profit gained by all in achieving this goal. How in fact do we incorporate into public welfare the ingredients which have made our free enterprize system so successful.

No

M-I-N-U-T-E-S

COMMITTEE ON PUBLIC ASSISTANCE

The first meeting of the newly appointed Committee on Public Assistance of the Central Planning Board was held Friday, January 31, 1964, 12:00 noon in Room 300, 1001 Huron Road. Robert M. Ginn, Chairman, presiding.

INTRODUCTIONS AND WELCOME

The chairman thanked members for agreeing to serve and for their attendance at this first meeting of the Committee.

ATTENDANCE

Those present were:

Robert M. Ginn, Chairman

Kewgyir Aggrey

James M. Carney

Frank P. Celeste

Frank J. Chokel

Charles F. Clarke

Mrs. F. Norton Dickman

Ralph W. Findley

Eugene H. Freedheim

Mrs. Charles B. Gleason

Henry W. Hopwood

Melvin T. Jackson

Irving Kane

Ervin W. Kehl

Richard M. Kelley

Walter C. Kelley, Jr.

Mrs. Frank Porter

John J. Schaffer

Rabbi Daniel Silver

Seth Taft

Ex-officio

Norman Shaw

Staff

Leona Bevis, Secretary

Sol Z. Rosenbaum

ASSIGNMENT FROM THE CENTRAL PLANNING BOARD

- Leona Bevis

Enclosed with the notice of the meeting were two draft statements: 1) Statement of Goals for Public Assistance and 2) Outline of Identified Major Problem Areas in the Public Assistance Field. These statements of problems and goals have been reviewed by the Screening Committee and the Central Planning Board. The Central Planning Board made some amendments to the goals' statement, therefore, copies of the revised statement were distributed.

The chairman pointed out that this committee's first and most important assignment is to come up with a program that we might hope to get translated into action at the time the General Assembly convenes in January of 1965. Therefore, time is of the utmost importance. This committee is too large a group to come together to write recommendations to submit to a body. Thus the work will have to be done by a smaller group and by people who have had some experience in the area. Sub-committees have been appointed to study these problems and the chairman of each, has accepted his responsibility. The appointments are as follows:

Subcommittee on Administration to report in February

Walter C. Kelley, Jr., Chairman
Charles F. Clarke
Henry W. Hopwood
Kewygir Aggrey
John J. Schaffer
Leona Bevis to staff

Also report from Public Relations Committee on their program in February.

Subcommittee on Assistance Payments to report in March

Irving Kane, Chairman
Ervin Kehl
Mrs. Frank Porter
David Rabinovitz to staff

Subcommittee on Services to report in April

Rabbi Daniel J. Silver, Chairman
Mrs. F. Norton Dickman
Melvin T. Jackson
Richard M. Kelley to staff

Subcommittee on Health and Hospital Care of Indigent Sick to report in May

Mrs. Charles B. Gleason, Chairman
Frank P. Celeste
James M. Carney
William I. Ong
Leona Bevis or W. T. McCullough to staff

Referred to Joint Committee on Committee on Older Persons and Committee on Chronically Ill -- Problems of Nursing Home Care to report in May

Everett C. Poe to staff

Subcommittee on Financing to report in June

Eugene H. Freedheim, Chairman
Lawrence E. Murtaugh
Ralph W. Findley
Frank M. Gorman
Seth Taft
Leona Bevis to staff

Mr. Ginn stated that all subcommittees are charged to present recommendations which the committee can adopt tentatively. Beginning in February, tentative recommendations will be adopted each month, and if necessary, referred to other community groups.

The agendas for the balance of the year will follow somewhat on the following order:

September	- Adopt final recommendations
	- Develop task force approach for implementation
October	- Reports from task force people on their plans
November	- Meet with Cuyahoga County delegation and others
December	- Consider tag ends

DISCUSSION

It was pointed out that each of the subcommittees will be interrelated as they have to fit together. Also, a problem has been in the past (not only from the state and community standpoint) that we have not tied programs together with financing and they do have to be tied together.

In regard to a question raised concerning the determination of minimum standards referred to earlier in the meeting, it was pointed out that the state uses standards outlined by the Bureau of Home Economics of the U. S. Department of Agriculture. They determine the amount of food, clothing, etc. necessary to maintain a minimum of health and decency and relate this to age, sex and activity. The same standard applies to every program. These standards of quantity and quality are then priced throughout the state and an average determined.

The Aid for Blind receive 100% of standard. The Disabled receive 90% and the Aid to Dependent Children receive 70% of the same standard. There is the one common denominator. The difference is the availability of funds. The basic requirements are in this one standard. It is the same basic standard to start with and the amount to be granted is determined by the ruling of the public welfare department.

It was also pointed out that a standard applied to in a small community in Ohio will have a different effect than in the central part of Cleveland. There is no flexibility.

Members were each given a copy of the following reading materials: FAMILY SERVICE HIGHLIGHTS: THE OHIO CITIZENS' COUNCIL'S REPORT - A BLUEPRINT FOR IMPROVING HEALTH AND WELFARE IN OHIO; and PRELIMINARY REPORT OF A SURVEY OF FOOD INTAKE - PUBLIC ASSISTANCE FAMILIES prepared by the Nutrition Association. The chairman stated that the first assignment to the committee is to read these materials and others that will be mailed to them from time to time during the year.

NEXT MEETING

No definite time was set for future meetings of the Committee as there was no consensus in the replies received. Therefore, members will be notified two weeks in advance of the next meeting to be scheduled by the chairman.

MEETING ADJOURNED.

Respectfully submitted,

Leona Bevis, Secretary

Casselands Guyahoga County Welfare Department - January, 1964

General Relief - Home Care (Does not include shelter care in
Lodge and Nursing Home or Medical Care only.)

	<u>Cases</u>	<u>Persons</u>
City	4,893	15,610
County	338	1,063
Total GR	5,141	16,673
Aid to Dependent Children	8,210	33,953 (25,988 Children 7,965 caretakers)
Aid for Disabled	2,334	2,334
Aid for Blind	314	314
Total	15,999	53,274

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FLUORESCENT

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C. W. MIDDLETON, *Associate Director*
R. P. OVERMYER, *Associate Director*

February 10, 1964

TO: MEMBERS OF THE COMMITTEE ON PUBLIC ASSISTANCE

FROM: Leona Bevis, Secretary

Robert M. Ginn, Chairman, is calling the next meeting of the Committee on Public Assistance for 12:00 noon on Thursday, February 27, in the Driftwood Room of the Tavern Chop House. (You can use the entrance between the Krause Costume Company and the Tavern Chop House, 1027 Chester Avenue.)

The agenda will include:

1. Report of the Subcommittee on Administration
- Walter C. Kelley, Jr., Chairman
2. Proposed plans of the Public Relations Committee to increase public understanding of the problems, aims and objectives of the public assistance programs.

A schedule of future meetings of the committee are listed below. Please mark your calendar now.

SCHEDULE OF MEETINGS FOR THE PUBLIC ASSISTANCE COMMITTEE - 1964*

Thursday, February 27
Tuesday, March 31 (Note, this is a 5th Tuesday)
Wednesday, April 29 (Note, this is a 5th Wednesday)
Thursday, May 28
Tuesday, June 30 (Note, this is a 5th Tuesday)

* All meetings are at 12:00 noon

Enclosed is a postal card for your convenience in replying.



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C. W. MIDDLETON, *Associate Director*
R. P. OVERMYER, *Associate Director*

February 19, 1964

TO: SUBCOMMITTEE ON SERVICES

✓ Rabbi Daniel J. Silver, Chairman
Mrs. F. Norton Dickman
Melvin T. Jackson
Robert M. Ginn, ex-officio

FROM: Richard M. Kelley, Secretary

Rabbi Daniel J. Silver, Chairman of the Subcommittee on Services of the recently appointed Committee on Public Assistance, is calling the first meeting of the Subcommittee for 3:30 P.M., Monday, March 2 in the offices of The Temple, University Circle, Silver Park.

As you remember, subcommittees have been appointed to study various aspects of the goals for public assistance which have been reviewed by the Central Planning Board of the Welfare Federation. Our subcommittee is charged with the responsibility for determining the standards and quality of service which our public assistance programs should have to prevent and reduce dependency on public assistance.

The first meeting will be geared to a consideration of the philosophical and practical principle which should be an essential part of this community's public assistance policies.

RMK/jwc



A RED FEATHER SERVICE SUPPORTED THROUGH THE UNITED APPEAL

M-I-N-U-T-E-S

COMMITTEE ON PUBLIC ASSISTANCE

The regular monthly meeting of the Committee on Public Assistance was held Thursday, February 27, 1964, 12:00 noon in the Driftwood Room of the Tavern Chop House. Robert M. Ginn, Chairman, presiding.

ATTENDANCE

Those present were:

Robert M. Ginn, Chairman
Frank Chokel
Mrs. F. Norton Dickman
Eugene H. Freedheim
Henry W. Hopwood
Melvin T. Jackson
Irving Kane
Richard M. Kelley
Walter C. Kelley, Jr.
Mrs. Morris Matlin
William I. Ong
David Rabinovitz
Seth Taft
John Schaffer

Staff

Leona Bevis
Richard P. Overmyer
Everett C. Poe
Sol Z. Rosenbaum

MINUTES

The minutes of the January 31 meeting were approved.

ANNOUNCEMENTS

The Committee was reminded of the Health and Welfare Institute sponsored by the Welfare Federation to be held March 3, 1964 at the Cleveland-Sheraton Hotel.

PROGRESS REPORT OF APPOINTED SUBCOMMITTEES

The Subcommittee on Aid Payments, chaired by Irving Kane, and due to report in March, has already held one meeting. The Subcommittee on Services, chaired by Rabbi Silver, will meet March 2. The Joint Committee of the Committee on Older Persons and the Committee on Chronically Ill on Nursing Home Care, chaired by Vernon Burt, is meeting next week. The Subcommittee on Health and Hospital Care of the Indigent Sick, chaired by Mrs. Charles Gleason and the Subcommittee on Financing, chaired by Eugene Freedheim, have not scheduled meetings as yet.

TENTATIVE RECOMMENDATIONS OF THE SUBCOMMITTEE ON ADMINISTRATION TO THE COMMITTEE ON PUBLIC ASSISTANCE

- Walter C. Kelley, Jr., Chairman

Mr. Kelley stated that the Subcommittee recognized that many of the recommendations they are making would be affected by other reports of the different subcommittees, particularly finance. He asked the Committee to accept the report and recommendations, which follow, on a tentative basis subject to the reports of the other subcommittees, then the "package" can be approved as a whole at the end of the project:

(over)

It was pointed out that it is important that we get the support of key people who will look at these recommendations not only dollar-wise but will accept in principle the consolidation.

Question was raised as to whether the administration of relief can be transferred to the County on a mandatory basis without transferring the financial responsibility? Mr. Kelley replied that it was the assumption of the subcommittee that financial support had to go along with the administration at the county level. A basic question from the community standpoint is that this financial load should be spread on a county-wide basis. If the Subcommittee on Finance goes along with the recommendation they must determine how the county can finance this responsibility.

Mr. Ginn pointed out that this committee can decide what is right, but must keep in mind what is practical and reasonable.

It was also observed that when we say we are in favor of consolidating Aid for Aged in the administrative set up, and that the county is the logical place, there are some groups who will oppose. Therefore, strategy will become an important factor. In pushing, we should recognize there will be opposition.

Mr. Kelly pointed out that the subcommittee was aware of this problem. The members were quite unanimous that as far as this report is concerned, from an administrative standpoint, this was a logical and desirable change.

Mr. Taft remarked that these conclusions should be referred to other committees for discussion and to get their comments. A major step would be testing out tentative conclusions against people who would be the prime opponents when the final report is published.

Mr. Kelley commented that when the final committee report is completed the recommendations should be conveyed to the Welfare Federation's Legislative Committee and to local members of the Legislature who should be consulted while the total report is in preparation.

Mr. Ginn added that on the basis of the discussion today, the Committee does not need to take action, rather to receive the report at this time.

REPORT ON ACTIVITIES OF THE PUBLIC RELATIONS COMMITTEE RELATING TO PUBLIC ASSISTANCE

The Public Relations Committee of the Welfare Federation has some studies underway to try to determine community attitudes in the field of public assistance. The Committee has been working with Mr. Frank Chokel, a member of this Committee and the executive of the agency conducting the surveys. Mr. Chokel was asked to give a brief progress report. His report was most interesting and informative. A summary follows.

The original idea for this survey was to document knowledge the public had toward public welfare programs. This information was needed quickly and it was important that it get underway as soon as possible because of the coming county welfare levy. As a result, it was recommended that the study proceed in two ways. First, a telephone survey of voters in the county. Basically, this survey was a short kind of questioning approach and merely an introductory attempt to test awareness that the county levy is coming up. The second was a depth interview.

(over)

1. The Committee on Public Assistance should support the present consolidation of welfare programs under the Cuyahoga County Welfare Department. This includes the County as the administration for Aid to the Blind; Aid to the Disabled; Aid to Dependent Children, General Relief for the County area; and General Relief for a majority of the cities including the City of Cleveland provided by a contractual agreement; Child Welfare Services; and Crippled Children's Services.
2. Ohio laws should be amended to provide for one agency in each county to administer all tax supported public assistance and public child welfare service programs under State supervision including: Aid for the Aged, Aid to the Blind, Aid for the Disabled, Aid to Dependent Children, Aid to Dependent Children-Unemployed, General Relief, Soldiers' Relief, Child Welfare Services and Crippled Children's Services.
 - a) Those portions of the state law designating cities as separate Poor Relief areas should be repealed, and the law amended to make the county the geographic area for the administration of this program.
 - b) Those portions of the state law designating the Soldiers' Relief Commission as the authority to administer relief to veterans should be repealed. The Soldiers' Relief Commission should be enabled to continue to devote its time to the many other service functions they now provide 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 and Aid for the Disabled 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 and Crippled Children's Services within county welfare departments.
3. The Ohio law providing for a single agency in each county to administer public welfare should include provisions that make mandatory the continuation of citizen advisory committees to the county welfare department and such committees should be appointed annually by the Board of County Commissioners.

Mr. Kelley commented that the subcommittee was very much indebted to the resource people, John Schaffer and Kwegyir Aggrey. Mr. Aggrey asked that it be noted that he did not approve the recommendations although he expressed no disapproval.

DISCUSSION

Question was asked as to how sensitive the Soldiers' Relief Commission is of their relief function being transferred to the County. While they may not be happy about it, there are very many other services they now render and can if they devote all their time as a service organization. It was noted that the subcommittee recommended only the transfer of the relief function to the county leaving the Commission freer to perform other services.

These interviews were from 40 minutes to 1½ hours. Adults were interviewed throughout the County. These were made in the evening in order to get both male and female interviews. The general approach to this personal interview was trying to pull together what their understanding of public welfare is; what they see the problems to be. Then the interviewer could speak more specifically to lead them to where they get their opinions and judgement; then, suggestions for improvement.

Out of these surveys they hope to have information which will set some guidelines for the entire effort of the Public Assistance Committee and Welfare Federation as a whole and, the whole picture of public welfare.

Mr. Chokel commented that he thought it was always good to get perspective in terms of -- How does the general public view this subject?

JUNIOR LEAGUE OF CLEVELAND PROJECT OF HOME VISITS BY MEMBERS TO RELIEF CLIENTS

Mr. Ginn observed that another area in public relations which appealed to him was a project the Junior League had involving their members in home visits to relief clients. He believed perhaps this committee might want to give some consideration to members making similar visits. He asked Mrs. Dickman, who is chairman of the project, to present some observations.

Mrs. Dickman remarked that they found it was quite one thing to be very well informed on the problems of welfare in the community from people whom they know and from the reading media. It is something else, however, to have a personal involvement of seeing and having participation in a personal contact.

Fourteen League members were assigned and accompanied a caseworker of the County Welfare Department on daily rounds beginning at 9:30 a.m. to 5:15 p.m. on a given day. They saw between three and six cases each and met back in the evening with county workers for an evaluation session. She added that these clients were not advised beforehand of their coming, however, they were asked for permission to admit the visitors at the door. All were very well received. These people were happy to have someone to tell their story to. She added, that it hits home in a way that it is quite different than in any study you can do, and she sincerely hoped that what they saw is not talked and bandied about in discussion of how terrible this situation is, but that members who visited will want to do something about what they saw.

It was pointed out that the experience gained by this committee, and hopefully scores of other community leaders is the important thing. The idea has also been discussed in committee at the Jewish Community Federation.

Members of the Committee seemed quite receptive to the idea of making visits to the public assistance clients; therefore, the chairman commented that this would be checked into further and worked out with the County Welfare Department and possibly the Public Relations Committee of the Federation.

Meeting adjourned.

Respectfully submitted,

Leona Bevis, Secretary

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R. P. OVERMYER, *Associate Director*

March 4, 1964

TO: MEMBERS OF THE SUBCOMMITTEE ON SERVICES
of the Public Assistance Committee

FROM: Richard M. Kelley, Secretary

Rabbi Daniel J. Silver, Chairman, is calling the next meeting of the Subcommittee on Services for Monday, March 16, 3:45 p.m. at The Temple, Silver Park, University Circle.

Between now and the March 16 meeting, I will be meeting with Elisabeth Tuttle to follow through on areas agreed upon at our last meeting. They are:

1. Determining the need for service
2. Describing what services need to be performed.
3. Considering ways to accomplish this.

RMK/jwc



A RED FEATHER SERVICE SUPPORTED THROUGH THE UNITED APPEAL

DEVELOPING STATEMENTRECOMMENDATIONS OF THE SUB-COMMITTEE ON SERVICES TO THE COMMITTEE ON PUBLIC ASSISTANCEASSIGNMENT:

The Sub-Committee was charged with the responsibility for recommending the standards and quality of service which our public assistance programs should have in order that they may carry out an effective program, which protects children, helps the blind, disabled and aged, meets personal and family needs and prevents or reduces dependency.

GENERAL APPROACH TO THE ASSIGNMENT:

The very number and variety of public assistance programs which are administered by the county make it obvious that it has been the tacit, if not fully expressed will of the people to assist all persons who are not able to care, maintain or support themselves, when they cannot sustain themselves or are in danger of being unable to do so.

The Sub-Committee, therefore, inquired whether this mandate was being carried out and whether social services, (in addition to the determination of and review of eligibility in our public assistance programs) were actually available to all children, single individuals and families active on our public assistance caseloads.

In approaching this assignment, the Sub-Committee recognized and focused on two factors or problems which seem to inherently interfere with making provisions for the adequate standards and quality of services required.

1. The extent of dependency upon publicly provided income in our country and county is not generally recognized. In addition, it always comes as a surprise to most people to learn that in any week, in any month a considerable number of children, individuals and families receive income under some type of aid. For this reason, the problem of economic security in a free and open economic society continues to challenge the best efforts of man.

2. The vast majority of residents of any community, and so of our county are unaware of the positive purposes of our public assistance programs and are further unaware of the problems faced by their local Departments of Public Welfare. Questions are continually asked and raised which question the concept of public aid in any form. This questioning of public welfare is itself a problem, and this, too, continues to challenge the best efforts of any community.

SPECIFIC FOCUS:

The Sub-Committee believes that the concept of public assistance and the

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purpose

[Mar 16, 1964]

- 2 -

administration of county welfare services are not understood and further feels that a sound factual statement about public assistance needs, responsibilities, problems and plans would dissuade some of the misunderstanding and place the problem of providing adequate services in proper perspective.

Our effort then has been to develop a statement of the objectives of our public assistance programs, the achievement of our county's many-sided programs, the handicaps under which the Department functions and to recommend ways we and the community can help overcome the problem if we are going to have a Department able to deal successfully with the tremendous social and personal problems which it encounters.

STATEMENT OF CURRENT PROBLEMS FACED IN THE ADMINISTRATION OF PUBLIC ASSISTANCE PROGRAMS AND THE HANDICAPS UNDER WHICH THE DEPARTMENT WORKS:

* In this county there are 14,000 recipients of public assistance involving approximately 43,000 family members. These 43,000 people form the public assistance caseload. Of this number there are:

4,638 recipients of General Relief
1,200 recipients of Aid to Disabled
300 recipients of Aid for the Blind
recipients of Aid to Dependent Children
recipients of Aid for the Aged

* The 14,000 recipients involving 43,000 family members are served by 200 public assistance field workers of whom 8 are professionally trained. These 200 workers are, in turn, supervised by 39 staff supervisors of whom 31 are professionally trained. The county has an extremely high percentage of professionally trained and experienced case supervisors; but like most public welfare agencies it faces an acute shortage of trained personnel. This shortage is greater in public welfare than in the field of social work as a whole.

[unbalanced equal to services adequately but need up to do some more]

* The field workers carry an average caseload of 130 cases. This is an average of 80 cases per worker more than the caseload assigned to workers in the county's (successful special A.D.C. project. (The special A.D.C. project reported that the families receiving intensive service showed greater improvement and less decline in function.)

explain —

* High caseloads and a shortage of trained personnel limits the attention of staff to determining and reviewing eligibility and precludes service directed to rehabilitation, to the strengthening of family life and to the control and reduction of dependency.

[Mar 16, 1964]

- 3 -

6 Salaries paid to public assistance staff are 13% below the average salaries paid to staff employed by Welfare Federation financially participating member agencies. These salaries are 20% below rates paid for comparable positions in business and industry.

* There is a 25% annual turnover of all public assistance staff.

* The Sub-Committee believes that, in general, public assistance programs are understaffed and underpaid and that the field workers are overworked and overextended.

Public assistance recipients are our county's most unfortunate families. They are characterized by a variety of maladaptations and personal inadequacies. They are the most disorganized victims of social stress--- The county's field work staff are, therefore, responsible for dealing with these families, families who have serious social, economic, physical and mental problems---ill health, physical handicaps, bad housing, dependent children and the psychological concomitants of unemployment---No other agency in this community is faced with so vast, varied and complex a caseload. No other agency in the community has so little staff to offer the services necessary.

The Sub-Committee believes that the county has made every effort to improve and strengthen services to needy individuals and families notably through the special A.D.C. program and presently through the allocation of services to the Hough Area; but the county lacks the large-scale community support to implement Federal law and policies which recommend and require such services for all recipients

The Sub-Committee obviously cannot adequately address itself to all of the problems which weaken our public welfare services--recruitment, turnover, salaries, but believes that a strong recommendation to establish, strengthen and maintain a broad range of social services must be approved. It must then be implemented.

Implementation in this instance means the establishment of a new concept of public welfare services. The Sub-Committee believes that such implementation will then result in attracting the staff competent and in sufficient numbers who will make a commitment to a career in our public assistance services. The implementation can come only through an acceptance and an understanding of the precise purpose of our public assistance programs.

UNDERSTANDING THE PURPOSE OF PUBLIC ASSISTANCE:

The Sub-Committee recommends that the Committee on Public Assistance support the following tenets as basic in understanding the purposes and goals of public assistance:

[Mar 16, 1964]

1. THE PURPOSE OF PUBLIC ASSISTANCE ENCOMPASSES MORE THAN FINANCIAL ASSISTANCE. FEDERAL LAW AND POLICIES MAKE IT CLEAR THAT PUBLIC ASSISTANCE PROGRAMS ARE TO BE ADMINISTERED AS SOCIAL SERVICE PROGRAMS.
2. SOCIAL SERVICES ARE THE BACKBONE OF ANY PUBLIC ASSISTANCE PROGRAM.
3. ACCEPTANCE OF A PERSON'S ELIGIBILITY BY A PUBLIC ASSISTANCE PROGRAM DOES NOT NECESSARILY SOLVE THE PROBLEM OF A NEEDY APPLICANT.
4. PUBLIC ASSISTANCE CANNOT BE SEEN ONLY IN THE CONTEXT OF FINANCIAL RELIEF TO THE UNEMPLOYED. THIS CONCEPT EXCLUDES MAKING PROVISIONS FOR SOCIAL SERVICES FOR CHILDREN IN NEED OF PROTECTION, THE BLIND, THE PHYSICALLY AND MENTALLY DISABLED AND HEADS OF FAMILIES WILLING, ABLE, BUT UNABLE TO FIND EMPLOYMENT OR FOR WHOM NO EMPLOYMENT POSSIBILITIES EXIST.
5. PUBLIC ASSISTANCE IS NOT DESIGNED TO STIFLE INITIATIVE. THE PURPOSE OF ALL PUBLIC ASSISTANCE PROGRAMS IS TO HELP ALL INDIVIDUALS AND FAMILIES TO ATTAIN SELF-SUPPORT OR SELF-CARE. IN THE AID TO DEPENDENT CHILDREN PROGRAM, THIS SHOULD BE CONSISTENT WITH THE MAINTENANCE OF CONTINUING PARENTAL CARE AND PROTECTION.
6. ALL PUBLIC ASSISTANCE SERVICE PROGRAMS SHOULD BE ADMINISTERED BY THE COUNTY DEPARTMENT OF PUBLIC WELFARE. THIS FOLLOWS THE RECOMMENDATION OF THE SUB-COMMITTEE ON ADMINISTRATION WHICH SUPPORTED THE CONSOLIDATION OF WELFARE PROGRAMS UNDER THE COUNTY.

Cost of service not included in payment

RECOMMENDED GOALS:

The Sub-Committee on Services recommends that the Committee on Public Assistance approve the following goals of public assistance programs:

1. To prevent or alleviate the basic problems of dependency, ill-health, and social maladjustments which families present to public welfare agencies.
2. To rehabilitate to their maximum capacity all families and individuals served by public welfare agencies.
3. To assure that all persons in need of public welfare services have access to such services.
4. To insure that public welfare funds are used solely to provide services to those eligible to receive them.

The Sub-Committee also recommends the acceptance and approval of the following purposes of each of the six public assistance programs or categories:

[Mar 16, 1964]

- 5 -

General Relief---

to furnish financial assistance, to reduce dependency and promote self-support.

Aid to Dependent Children---

to furnish financial assistance for the purpose of encouraging the care of dependent children in their own homes and to furnish all those services which strengthen family life and to help parents or relatives to attain the maximum self-support and personal independence consistent with the maintenance of continuing parental care and protection.

Aid to the Blind---

to furnish financial assistance to needy individuals who are blind and to help such individuals attain self-support or self-care.

Aid to the Permanently and Totally Disabled---

to furnish financial assistance to needy individuals 18 years or older who are permanently and totally disabled and to help such individuals attain self-support or self-care.

Aid for the Aged---

Soldier's Relief---

NO
not our purpose

RECOMMENDATION CONCERNED WITH MEETING THE GOALS AND PURPOSE OF ALL PUBLIC ASSISTANCE PROGRAMS:

||| Federal law and policy stresses the fact that public assistance programs should be administered as social service programs.

The Public Welfare Amendments of 1962 make every effort to extend and improve the public assistance programs by emphasizing rehabilitative and social services to prevent or reduce dependency and which contribute to an

[Mar 16, 1964]

individual's or family's self-support. In addition, there are incentive provisions for states to improve and progress and to increase the supply of adequately trained personnel.

These Federal Public Welfare Amendments of 1962 (Public Law 87-543) authorize the Federal government to pay 75% of the costs incurred by a state in providing these services provided the states make available to all persons needing and requesting them those services prescribed under the law.

TO ACCOMPLISH THE SPECIFIC PURPOSE AND PROVISIONS OF THE 1962 AMENDMENTS, THE SUB-COMMITTEE ON SERVICES RECOMMENDS THAT THE COMMITTEE ON PUBLIC ASSISTANCE APPROVE THE FOLLOWING RECOMMENDATIONS:

1. To combat ill-health, delinquency and social maladjustment, the Sub-Committee recommends that the county receive wide community support in its own continuing effort to maintain intensive service to the recipients of the Aid to Dependent Children program and to move to make such services available to recipients of all programs.

2. Specifically, we further support, ~~recommend and approve~~ the county's attempt to strengthen its services by "doing something" about such diverse problems as marital or family quarrels and school adjustment problems.

~~In this connection~~, county public assistance programs would be strengthened and enhanced by allowing field workers to adopt the following standards:

A. A small group of graduate trained caseworkers who would carry a caseload of 25 cases which had been judged to be high priority cases. These cases would involve giving 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 could carry a caseload of 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 our public assistance programs.

3. The Sub-Committee on Services recommends that the ~~Committee on Public Assistance~~ adopt and support the Federal Public Welfare Amendments of 1962 which authorize the Federal government to pay 75% of the costs incurred by a state in providing these services. In addition, we recommend that efforts should be made to make these provisions possible in our State and in our County Welfare Department. This would enable our county

[Mar 16, 1964]

public assistance programs the hope of attaining in 1967 the goal of 60 cases per worker for all field workers carrying public assistance cases.

4. The Sub-Committee recommends that the Committee on Public Assistance, also approve and support the nine recommendations concerned with service as contained in the Ohio Citizen's Council blue print for improving public welfare.

Either spent or
OR NOT AT ALL

[Mar 16, 1964]

B I B L I O G R A P H Y

A Blueprint for Improving Public Welfare in Ohio

Summary of Public Law 87-543, the Public Welfare Amendments
of 1962, Department of Health, Education and Welfare

Cuyahoga County Welfare Department Annual Report

Examples of Service Needs

Aid for Disabled

Mrs. D. clings to the caseworker and is reluctant to let her go when the visit is over. Her only contacts with the "outside world" are the caseworker and the homemaker, sent in by the County Welfare Department twice a week to do the laundry, cleaning, and shopping. Mrs. D. 53, has lived alone since her husband died 5 years ago. She gets around on crutches with difficulty as she has broken her hip several times, and the doctor says if she falls again she may never be able to walk. Since her assistance grant will not provide for a telephone or TV, her only activity is reading, and she reads constantly.

With sufficient time the caseworker could help Mrs. D. develop new interests and make social contacts, perhaps enlisting the help of a volunteer visitor.

Aid for Disabled

Although she is a college graduate and once worked as a librarian, Miss E. does not have enough self-confidence to apply for employment. She has recovered from her mental illness and was discharged five years ago, but she cannot forget the twenty years she spent in a mental hospital. She lives alone and has almost no social contacts. The public assistance caseworker is a welcome visitor and has a unique opportunity to help Miss E. gradually build up her self-assurance, through improving her personal appearance, making new contacts, getting a sense of success from small accomplishments. It would take understanding, patience, and time for regular, frequent visits. Her worker is responsible for more than 130 families, and she cannot do it.

Aid for the Blind

Blindness came suddenly to young Mr. F. and he is still bitter and fighting. Although he was given special training through the State Services for the Blind, he resists the idea of accepting a job. He will not participate in any of the activities of the Society for the Blind because he says he can't stand to be around blind people. Still in his early twenties, if he could receive skilled casework help it could make the difference between a lifetime of dependency and bitterness or progress toward independence and a sense of self-respect.

General Relief

Mr. and Mrs. G. in their fifties, must adjust to a drastic change in their whole life situation. Both of them had worked regularly, earning a modest but steady income. Then Mr. G. had a stroke which left him physically disabled and mentally like a small child. He receives Social Security Disability Benefits, but Mrs. G. had to apply for General Relief for herself. She was always a good manager, but the strain of

full responsibility for the physical care of her husband, plus the management of the household on a minimal income has been almost too much for her. She is under treatment at a clinic for hypertension and mental depression. The recent cut in assistance grants was so upsetting to her that the county welfare caseworker had to enlist the help of her psychiatrist at the clinic in interpreting it to her. Mrs. G. has become estranged from her grown children because they insist that she place Mr. G. in a Nursing home which she is unwilling to consider. She needs help from the caseworker in working out all of these problems.

General Relief

A series of crises brought the H. family to apply for emergency relief. Only 21 and 18 years old, respectively, Mr. and Mrs. H. had no resources to tide them over a period of illness and unemployment. Mr. H. had an ear and throat infection and the doctor could not say how soon he would be able to return to his job. Their 6 month old baby is hydrocephalic, and at the time of their application was in the hospital with meningitis. The intake worker noted that they did not seem to understand the seriousness of the child's condition. Mrs. H. is again pregnant.

Mr. H. is Porto Rican, his wife of Italian descent. Both quit school in the 9th grade to get married. At first Mr. H. had only occasional employment, but he has now worked for six months as an unskilled laborer earning \$1.25 per hour. The family owes over \$500 for furniture plus an \$1,800 hospital bill for the baby. Mr. and Mrs. H. seem fond of each other and sincerely interested in making a success of their marriage. Obviously this is a critical time in their lives when they need help from their caseworker in financial help management and in carrying their responsibilities as parents.

Examples of Services Given When Workers
Carried Caseloads of 50

(From Special A.D.C. Project)

A. Case

Mr. A. is in Lima State Hospital. His wife found it difficult in his absence to be both mother and father to their seven children and she too broke down mentally from the strain. She was hospitalized and The Division of Child Welfare placed the children in foster homes. After a few months rest and treatment Mrs. A. made a speedy recovery and she was recruited with five of her children.

The illness of both parents and temporary placement left their marks on the children. The oldest, a fourteen year old boy, was rebellious and had difficulty getting along with other children. The 10 year old girl became overly quiet and withdrawn and was not doing well in school. Mrs. A. is intelligent and capable, but over anxious. She had always taken pride in her adequacy as a mother, and she became easily depressed by her failure to master all situations. Her psychiatrist at the out-patient department of the State Hospital thought the supportive help of regular visits from her A.D.C. worker, with whom she shared her problems with the children was the "safety value" which eased Mrs. A's tension and prevented another breakdown and loss of this home for the children.

B. Case

At the time the B. case came into the Special A.D.C. Project, it was one of the most hopeless appearing in the group. Miss B. a very obese young woman, dirty and "sloppy" in appearance, had five small children out of wedlock. She lived in dilapidated housing and her housekeeping standards were deplorable. As the worker became better acquainted with Miss B. she found her to be a mother who really cared about her children, but who was thoroughly discouraged and "beaten down" by her situation. She had grown up herself in deprived circumstances, was somewhat dull mentally, and actually knew very little about how to keep house.

A real change and improvement has come in this home, but it has come slowly. It has required a combination of firmness, patient encouragement, and teaching on the part of the caseworker, plus much more time than a worker carrying the usual large caseload could give. The worker began with the problem of Miss B's health. As she felt better physically, she was given some clothing to encourage her to improve her own appearance. She was encouraged to move to better housing. Through the cooperation of the agency Homemaker Service a homemaker was sent in for a few days to help this mother give the house a thorough cleaning at the same time she was teaching the mother how to keep it that way. The worker helped the mother to prepare for the homemaker's coming by beginning the cleaning herself.

With the cooperation of the agency Homemaker Service, an experiment was tried in sending a homemaker in to help this mother give the house a thorough cleaning at the same time she was teaching her how

The caseworker continued to encourage and support this mother's efforts to improve her home and care of the children, and Mrs. B. gained a sense of success from her accomplishments.

C. Case

A worker with time for service recognized on her first visit to Miss C. that she was miserable about her own situation. A young unmarried mother with a three year old child, Miss C. had been on Aid to Dependent Children for 3 years. The worker led her to talk about what she wanted for herself in life. She learned that Miss C. had lost her parents when she was a small child and had been raised by her grandparents. They cared deeply for her and wanted her to get a good education and make something of herself. When she became pregnant and had to quit school before she graduated, they were hurt and disappointed. Feeling guilty and ashamed she left home and came to Cleveland to try to make her own way. She worked until her pregnancy forced her to quit, and she had to apply for A.D.C.

The caseworker's challenge to Miss C. to think through what she wanted in life was the spur she needed to do something about her problems. With the worker's encouragement and help, she arranged day care for her child, obtained a part-time job and enrolled in evening classes. She was able to earn enough to support herself and her child, and she later made a good marriage.

THE WELFARE FEDERATION

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CLEVELAND, OHIO 44115

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C. W. MIDDLETON, *Associate Director*
R. P. OVERMYER, *Associate Director*

March 17, 1964

TO: MEMBERS OF THE SUBCOMMITTEE ON SERVICES

FROM: Richard M. Kelley, Secretary

Rabbi Daniel J. Silver, Chairman, is calling the next meeting of the Subcommittee on Services for Tuesday, April 7, 3:45 p.m. at The Temple, Silver Park, University Circle.

Since the last meeting, I have had an opportunity of meeting with Betty Tuttle and have been drafting a statement which describes the handicaps under which our County Welfare Department works as well as the services required to meet the positive purpose of our public assistance programs. This statement will be available to you before the meeting.

Our Subcommittee is to make its report to the Committee on Public Assistance at its meeting on April 29, so it is extremely important that we all make every effort to attend this next meeting, on April 7.

RMK/jwc

Invited

Melvin Jackson
Mrs. F. Norton Dickman
Robert M. Ginn, ex-officio
Elizabeth Tuttle
Leona Bevis



A RED FEATHER SERVICE SUPPORTED THROUGH THE UNITED APPEAL

Catholic Youth Service Bureau

CHANCERY BLDG. - CATHEDRAL SQUARE

CLEVELAND 14, OHIO

SUPERIOR 1-7411

March 25, 1964

Rabbi Daniel J. Silver
The Temple
University Circle at Silver Park
Shaker Heights, Ohio

Dear Rabbi:

Before our Sub-Committee meets on the 7th, I thought it would be good if you could have this material.

After our last meeting I took it that we were charged with the responsibility of looking at the service requirements, finding justification for services and to recommend the services needed. It was also thought that we should think in terms of what we should have and not to have our recommendations be in relation to the amount of money that we have.

I would like to mention that this in many ways is a new and exciting approach. It is new because I haven't been able to find much material which actually sets down some of the things we are considering. To me, it is not only a question of having service, but a question of our community's concept of service.

Two things have come into my mind since being involved in this work. I think they are things that have inherently interfered with our being able to provide all the services which would meet the purpose of our public assistance programs.

First, we need to get people to think of the totally disabled, the aged, the blind and children. In many ways the community thinks of public assistance as financial assistance to the unemployed.

Second, we have to get across the idea that public assistance programs should be administered as social service programs. This has to be understood and accepted before you can speak of additional staff.



A RED FEATHER SERVICE

[Mar 25, 1964]

- 2 -

For this reason, I believe that it is well to look at the handicaps under which the county works, to describe the specific purposes of the public assistance programs and to get support for the objectives of our public assistance programs so that we can have a Department able to deal with the problems.

I think it is well to put in some of the handicaps under which the county works and to identify with the positive efforts of the county and the positive purposes of public assistance. I should mention that I have spent time with Betty Tuttle and some of the figures under the section about the problems faced by the county are either incomplete or inaccurate. I have just put some figures down and listed the problems in this fashion so that we could get some of the idea of the needs across.

I thought it would be good to develop this statement now as I am getting into a busy traveling schedule as President of our National Conference of Charities.

Sincerely yours,



Richard M. Kelley,
Executive Director

RMK/or

GENERAL ASSISTANCE AND AID TO FAMILIES WITH
DEPENDENT CHILDREN: PAYMENTS TO RECIPIENTS FOR
SELECTED CITIES AND STATES, NOVEMBER 1963

[Excludes Vendor Payments For Medical Care]

City & State	AFDC Average per-- ^{1/}		GA Average per--	
	Recipient	Family	Recipient	Case
1. Minneapolis, Minn.	\$49.56	\$179.75	\$32.86	\$ 78.51
2. Milwaukee, Wisc.	48.37	184.75	40.00	110.23
3. Boston, Mass.	48.09	177.35	58.76	70.42
4. San Francisco, Cal.	43.79	169.06	39.95	74.96
5. Los Angeles, Cal.	43.79	169.06	29.10	70.35
6. Buffalo, N.Y.	43.13	187.02	57.51	77.64
7. New York, N.Y.	43.13	187.02	39.43	90.94
8. Rochester, N.Y.	43.13	187.02	22.90	57.57
9. Chicago, Ill.	41.59	194.42	48.56	94.09
10. Detroit, Mich.	36.35	135.73	27.07	114.42
11. District of Columbia	32.50	155.07	69.07	74.95
12. Baltimore, Md.	32.29	139.40	66.75	74.08
13. CLEVELAND, OHIO	30.56	125.32	24.66	83.62
14. Cincinnati, Ohio	30.56	125.32	19.52	72.31
15. Pittsburgh, Pa.	28.38	125.93	56.13	63.53
16. Philadelphia, Pa.	28.38	125.93	48.42	63.17
17. St. Louis, Mo.	23.65	96.36	51.13	62.63

^{1/} Average is for the total state

Source: Advance Release of Statistics on Public Assistance, U.S. Dept. of
Health, Education and Welfare, November 1963, Tables 7 and 13

NOTE: Ohio's rank among the 50 states and the District of Columbia for average
payment per recipient: AFDC 29th; general assistance 28th

Research Department
Welfare Federation of Cleveland
March 1964

THE WELFARE FEDERATION

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C. W. MIDDLETON, *Associate Director*
R. P. OVERMYER, *Associate Director*

April 13, 1964

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

Dear Rabbi Silver:

Enclosed is a copy of the report of the Subcommittee on Services to the Committee on Public Assistance. Dick Kelley and I re-organized the material in accord with our understanding from the meeting on April 6.

Will you review this draft and return with any changes, deletions or additions you wish to add? We will then mimeograph for committee distribution.

Should we mail the report in advance of the April 29 meeting? We have not mailed the other reports because they were not completed in time. Usually I favor mailing, if possible.

Thanks so much for your good work.

Sincerely yours,

Leona Bevis

Leona Bevis, Secretary
Committee on Public Assistance

LB/jwc

cc: Richard M. Kelley
Robert M. Ginn



A RED FEATHER SERVICE SUPPORTED THROUGH THE UNITED APPEAL

SALARY COMPARISON SHEET

Casework Non-Supervisory Positions

	<u>D.C.W.</u>	<u>Public Assistance</u>	<u>Wel. Fed. Financ'y. Particip.</u>	<u>Other Agencies In Job Study</u>	<u>TOTAL COMMUNITY AVERAGE</u>
Caseworker I (W.F. Job # 7) Bachelor degree- no experience to 3 years)	54 wkrs. \$4,165 Av.	113 wkrs. \$4,192 Av.	1 worker \$4,400 Av.	4 workers \$4,675 Av.	\$4,195 Av. for 171 workers
Caseworker II (W.F. Job # 10) Bachelor and 4 or more yrs.Exp.)	25 wkrs. \$5,652 Av.	74 wkrs. \$5,386 Av.	13 workers \$5,139 Av.	16 workers \$5,011 Av.	128 wkrs. \$5,366 Av.
COMBINING ALL "Untrained Wkrs." (Above 2 categories)	79 wkrs. \$4,635 Av.	187 wkrs. \$4,664 Av.	14 workers \$5,087 Av.	20 workers \$4,944 Av.	299 wkrs. \$4,696 Av.

Professionally Qualified Casework Practitioners

Caseworker III and IV (W.F. Job # 13) Master's: 0-3 yrs. experience	32 wkrs. \$6,120 Av.	7 wkrs. \$5,982 Av.	25 workers \$5,863 Av.	17 workers \$5,911 Av.	42 workers \$5,882 Av.
W.F. Job # 14 Master's 4-9 hrs. experience			50 workers \$6,776 Av.	26 workers \$6,906 Av.	76 wkrs. \$6,820 Av.
COMBINING C and D, III and IV	32 wkrs. \$6,120 Av.	7 wkrs. \$5,982 Av.	75 workers \$6,472 Av.	53 workers \$6,512 Av.	157 wkrs. \$6,389 Av.
					(118 wkrs. \$6,486 Av.)
					(Not incl. any Cty. Salaries)

Qualified and Untrained Combined	111 wkrs. \$5,064 Av.	194 wkrs. \$4,712 Av.	89 workers \$6,254 Av.	63 workers \$6,014 Av.	457 wkrs. \$5,277 Av.
					(152 wkrs. \$6,155 Excl. County Salaries)

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April 21, 1964

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

Dear Rabbi Silver:

The following material is for your use in revising the report of the Subcommittee on Services to the Committee on Public Assistance. I would like to do this job for you and stand ready to do so if you ask. I know your schedule is terribly busy!

- 1) Elisabeth Tuttle is sending you a short descriptive paragraph on the special ADC project.
- 2) I want to give you the following corrected data on staffing situation. I secured the information this afternoon.

The approximately 16,000 cases involving some 53,000 family members are served by 195 caseworkers of whom 131 carry regular case loads and make home visits; 64 of the 195 caseworkers carry other staff assignments including: intake (27), Hough case classification unit (6), medical only cases (15), nursing home supervisors (3), Lodge (3), volunteer services (1), food stamp unit (8), and legal department (1). (See chart attached)

The caseloads of the field staff average 122 per worker for the entire agency. However, the workers assigned to the Hough unit carry reduced case loads and therefore the workers from the main office average 135 cases per worker. These include recipients of one of the following categories of aid: Aid to Dependent Children, Aid to Dependent Children - Unemployed, Aid to the Blind, Aid to the Disabled, or General Relief.

There are 39 supervisors within the department including six administrative heads (Chief Supervisors (2), and Assistant Chief Supervisors (4)); 20 of the supervisors work with the 131 field staff. Of the 20 three are supervisors in training and still carry special service caseloads of from five to ten cases each.



A RED FEATHER SERVICE SUPPORTED THROUGH THE UNITED APPEAL

One works only part time. The other 16 are responsible for 6 to 8 workers each. Almost all have to break in a new worker every month or two. The other 13 supervisors are assigned as follows: Intake (4), Hough Case Classification Unit (1), Orientation (1), Medical Only (2), Nursing Home (1), Lodge (1), Homemaker Service (1), Volunteer Services (1), and Food Stamp Unit (1).

3) Check list of proper kind of public assistance services:

Casework counseling
Vocational counseling
Homemaker services
Protective services for children and
disabled adults
Psychiatric consultation
Medical consultation

4) Paragraph 4, page 5, should be modified to read:

For comparable job classifications the public assistance workers are paid slightly higher than workers in financially participating agencies. However, for most of the positions public assistance agencies hire lesser qualified personnel and the average salary for the untrained workers is 9% lower than the untrained workers in financially participating agencies of the Welfare Federation. The average caseworker salary in public assistance agencies is 32% lower than average caseworker salary in financially participating agencies. (See salary comparison sheet attached.)

Sincerely,

Leona Bevis

Leona Bevis, Secretary
Committee on Public Assistance

LB/jwc

Encl.



April 21, 1964

The following figures on County Welfare Department staff:

Carrying regular field case loads

	<u>Caseworkers</u>	<u>Supervisors</u>
Main Office field staff	90	13
Hough Office field staff	36	6
Hough Special Unit (trained)	5	1
	<u>131</u>	<u>20</u>

Staff with other Assignments

Intake	27	4
Hough Classification Unit	6	1
Orientation	-	1
Medical Only	15	2
Nursing Homes	3	1
Lodge	3	1
Homemaker Service	-	1
Voluntary Services	1	1
Food Stamp Unit	8	1
Legal Department	1	-
	<u>64</u>	<u>13</u>

Administrative

Chief Supervisors	2
Assistant Chief Supervisors	4
	<u>6</u>

Personnel Advisory Service
Welfare Federation
April 15, 1964

SALARY COMPARISON SHEET

Casework Non-Supervisory Positions

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DRAFT

TENTATIVE
RECOMMENDATIONS OF THE SUBCOMMITTEE ON SERVICES
TO THE COMMITTEE ON PUBLIC ASSISTANCE

ASSIGNMENT

The Subcommittee was charged to consider the relation of rehabilitative and family protective services to the public assistance program. For purposes of study, the Subcommittee limited itself to a consideration of casework and vocational counseling, protective service: for children and disabled adults, homemaker services, ~~and~~ psychiatric and medical consultation.

POINT OF DEPARTURE

The Subcommittee assumed the virtue of service programs which alleviate personal and family need and prevent or reduce delinquency or dependency. Mere financial assistance is no longer sufficient to equip many families to become self supporting. This fact was recognized in law by the 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, in effect, deliberately designed as incentives to encourage the states to increase the amount of services available under public assistance. These amendments 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 ~~deficiencies~~ ^{handicaps} can be treated and overcome by competent professionals. As a statement of basic social decency, and in the belief that public assistance has a mandate to assist families to become self supporting as quickly as possible, the Subcommittee assumed the validity of a properly organized rehabilitative function within public assistance.

FINDINGS

1. In this county there are 30,747⁽¹⁾ cases receiving public assistance, including approximately 68,022 persons and family members. These are:

← 5,141 cases including 16,673 recipients of General Relief⁽²⁾

2,334 recipients of Aid to Disabled

314 recipients of Aid for the Blind

8,210 cases with 33,953 recipients of Aid to Dependent Children

9,500 recipients of Aid for the Aged⁽³⁾

5,248 recipients of Soldiers' Relief⁽⁴⁾

Of the 68,022 people some 53,000 form the public assistance caseload of the County Welfare Department.

2. A reading of County Welfare records (as well as the personal testimony of committee members who have taken part in the visiting program to the homes of those on relief) makes it clear that relief rolls include many of our county's most handicapped families. These individuals suffer a wide range of emotional, cultural, and educational handicaps and personal inadequacies. They are, necessarily, the most unfortunate victims of social stress. The staff of County Welfare, which is responsible for dealing with these families, is therefore faced with a caseload requiring the broadest range of rehabilitative services. Such service requires time, skill, money, and opportunity. No other agency in the county has so little staff in relation to its responsibility.

(1) Includes County Welfare Department, Aid for Aged, and Soldiers' Relief

(2) These are home care cases only. (Does not include shelter care in lodge or medical care only.)

(3) Aid for Aged is state administered

(4) Soldiers' Relief Commission has its own investigating staff

Same as above

3. The approximately 16,000 cases involving some 53,000 individuals are served by 195 caseworkers of whom 131 carry regular caseloads and make home visits. [The 64 on the county staff not engaged in direct casework carry other assignments:

Intake	- 27
Hough Classification Unit	- 6
Medical only cases	- 15
Nursing Home Supervisors	- 3
Lodge	- 3
Volunteer Services	- 1
Food Stamp Unit	- 8
Legal Department	- 1]

Caseloads for the County Welfare staff average 122 per worker. However, since workers assigned to the Hough Special Unit (cf. below) carry reduced caseloads, the average worker carries 135 cases.

4. Of the 195 county caseworkers, 8 are professionally trained.

5. There are 39 staff supervisors including 6 administrative heads. However, only 20 of these supervisors work with the field staff and of these, 3 are supervisors in training who still carry caseloads of from 5 to 10 cases each. One works only part time. The other 16 are responsible for 6 to 8 workers each -- or from 816 to 1104 actual recipients. Due to the high caseworker turnover, almost every supervisor must break in a new worker every month or two.

[The other supervisors are assigned as follows:

Chief Supervisors	- 2
Assistant Chief Supervisors	- 4
Intake	- 4
Hough Case Classification Unit	- 1
Orientation	- 1
Medical only	- 2
Nursing Homes	- 1
Lodge	- 1
Homemakers Service	- 1
Volunteer Services	- 1
Food Stamp Unit	- 1]

6. Of the 39 supervising personnel, 31 are professionally trained.

7. There is a 25% annual turnover in public assistance staff.

8. For comparable job classifications public assistance workers are paid slightly higher than workers in financially participating agencies. However, for most of the positions public assistance agencies hire lesser qualified personnel and the average salary for the untrained workers ¹⁵ is 9% lower than for untrained workers in financially participating agencies of the Welfare Federation. The average caseworker salary in public assistance agencies is 32% lower than average caseworker salary in financially participating agencies.

9. The main County Welfare is crowded -- privacy is lacking and counseling at best awkward.

10. A striking example of what can be done in rehabilitation was provided

by the Special ADC Project of the County Welfare Department which is now being continued as an integral part of Community Action for Youth in the Hough area. Beginning in January, 1960, County Welfare began to experiment with a wider range of services to recipients of Aid to Dependent Children. Caseloads were markedly reduced and all community resources -- public and private, professional and volunteer -- were used. 600 ADC cases were randomly selected and handled by 12 caseworkers. Findings included:

1. Where many case closings handled routinely were due to failure to cooperate or reduced eligibility standards, cases closed in the Special Projects were ^{in a significant degree} ~~significantly~~ due to improved client functioning.
2. Of those who left the public assistance rolls during the study -- the percentage of re-applications from Special Project cases was one-half the percentage of re-applications by those who had not been handled by the Special Project staff.

3. The Special Project workers had *Twice* as much direct contact with their clients as *Regular* workers, ~~was~~ ^{were} ~~singled~~ ^{called} out for help and advice by clients twice as often, ~~much~~ ^{more} ~~more~~ ^{many} adjustments, made ^{for} ~~for~~ ^{the} ~~the~~ ^{other} use of ~~the~~ ^{the} community resources, and were far more *likely* to follow up referrals to ~~such~~ ^{other} resources -- ~~the~~ ^{the}
4. Cuyahoga County Welfare Department/ Annual Report 1962)

RECOMMENDATIONS

1. That the Committee on Public Assistance recognize the essential ~~working~~ ^{working} of the rehabilitative and financially supportive ~~elements~~ ^{elements} of our public assistance programs.
2. It would seem advisable that the Committee on Public Assistance endorse and support the applications in Ohio of the Federal Public ~~Assistance~~ ^{Assistance} welfare Amendments of 1962. This implies that the caseload of County Public Assistance would be reduced to 60 cases per worker as ~~it~~ ^{it} called for by these Amendments. It is clear that current caseloads severely limit the ~~expressed~~ ^{expressed} ~~will~~ ^{will} of County Welfare to extend ^{WHAT THEY KNOW TO BE} urgently needed services.
3. Not all cases are of a similar nature. As ^{As} suggested ^{Formulas} of ~~organization~~ ^{organization} we submit the possibility of the following case loads:
 - A. A small group of graduate caseworkers would carry a caseload of 25 cases 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 inservice training, would carry a ~~caseload~~ ^{caseload} of 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 our public assistance programs.
4. A continuing program of public education should be supported by the Welfare Federation ^{JOINTLY WITH TAX SUPPORTED AGENCIES} to ~~maintain the citizenry~~ alert the citizenry to the critical need within public assistance of rehabilitative services.

April 22, 1964

Miss Leona Bevis
The Welfare Federation
1001 Huron Road
Cleveland, Ohio 44115

Dear Leona:

Enclosed is a draft of our Services report incorporating many of the suggestions which both you and Bob Ginn have made. Please feel free to make whatever changes you see fit, and I would appreciate your sending a copy of it along to Dick Kelly for his comments.

Sincerely,

Daniel Jeremy Silver

DANIEL JEREMY SILVER

DJS:lg

[Apr 22, 1964]

DRAFT

RECOMMENDATIONS OF THE SUBCOMMITTEE ON SERVICES
TO THE COMMITTEE ON PUBLIC ASSISTANCE

ASSIGNMENT

The Subcommittee was charged to consider the relation of rehabilitative and family protective services to the public assistance program. For purposes of study, the Subcommittee limited itself to a consideration of casework and vocational counseling, protective service for children and disabled adults, homemaker services, psychiatric and medical consultation.

POINT OF DEPARTURE

The Subcommittee assumed the virtue of service programs which alleviate personal and family need and prevent or reduce delinquency or dependency. Mere financial assistance is no longer sufficient to equip many families to become self supporting. This fact was recognized in law by the 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, in effect, deliberately designed as incentives to encourage the states to increase the amount of services available under public assistance. These amendments 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. As a statement of basic social decency, and in the belief that public assistance has a mandate to assist families to become self supporting as quickly as possible, the Subcommittee assumed the validity of a properly organized rehabilitative function within public assistance.

[April 22, 1964]

FINDINGS

1. In this county there are 30,747⁽¹⁾ cases receiving public assistance, including approximately 68,022 persons and family members. These are:

5,141 cases including 16,673 recipients of General Relief⁽²⁾

2,334 recipients of Aid to Disabled

314 recipients of Aid for the Blind

8,210 cases with 33,953 recipients of Aid to Dependent Children

9,500 recipients of Aid for the Aged⁽³⁾

5,248 recipients of Soldiers' Relief⁽⁴⁾

Of the 68,022 people some 53,000 form the public assistance caseload of the County Welfare Department.

2. A reading of County Welfare records (as well as the personal testimony of committee members who have taken part in the visiting program to the homes of those on relief) makes it clear that relief rolls include many of our county's most handicapped families. These individuals suffer a wide range of emotional, cultural, and educational handicaps and personal inadequacies. They are, necessarily, the most unfortunate victims of social stress. The staff of County Welfare, which is responsible for dealing with these families, is therefore faced with a caseload requiring the broadest range of rehabilitative services. Such service requires time,

(1) Includes County Welfare Department, Aid for Aged, and Soldiers' Relief

(2) These are home care cases only. (Does not include shelter care in lodge or medical care only.)

(3) Aid for Aged is state administered

(4) Soldiers' Relief Commission has its own investigating staff

[Apr 22, 1964]

skill, money, and opportunity. No other agency in the county has so little staff in relation to its responsibility.

3. The approximately 16,000 cases involving some 53,000 individuals are served by 195 caseworkers of whom 131 carry regular caseloads and make home visits. [The 64 on the county staff not engaged in direct casework carry other assignments:

Intake	- 27
Hough Classification Unit	- 6
Medical only cases	- 15
Nursing Home Supervisors	- 3
Lodge	- 3
Volunteer Services	- 1
Food Stamp Unit	- 8
Legal Department	- 1]

Caseloads for the County Welfare staff average 122 per worker. However, since workers assigned to the Hough Special Unit (cf. below) carry reduced caseloads, the average worker carries 135 cases.

4. Of the 195 county caseworkers, 8 are professionally trained.

5. There are 39 staff supervisors including 6 administrative heads. However, only 20 of these supervisors work with the field staff and of these, 3 are supervisors in training who still carry caseloads of from 5 to 10 cases each. One works only part time. The other 16 are responsible for 6 to 8 workers each -- or from 816 to 1104 actual recipients. Due to the high caseworker turnover, almost every supervisor must break in a new worker every month or two.

[Apr 22, 1964]

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[The other supervisors are assigned as follows:

Chief Supervisors	- 2
Assistant Chief Supervisors	- 4
Intake	- 4
Rough Case Classification Unit	- 1
Orientation	- 1
Medical only	- 2
Nursing Homes	- 1
Lodge	- 1
Homemakers Service	- 1
Volunteer Services	- 1
Food Stamp Unit	- 1]

6. Of the 39 supervising personnel, 31 are professionally trained.
7. There is a 25% annual turnover in public assistance staff.
8. For comparable job classifications public assistance workers are paid slightly higher than workers in financially participating agencies. However, for most of the positions public assistance agencies hire lesser qualified personnel and the average salary for the untrained workers is 9% lower than for untrained workers in financially participating agencies of the Welfare Federation. The average caseworker salary in public assistance agencies is 32% lower than average caseworker salary in financially participating agencies.
9. The main County Welfare office is crowded -- privacy is lacking and counseling at best awkward.

[Apr 22, 1964]

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10. A striking example of what can be done in rehabilitation was provided by the Special ADC Project of the County Welfare Department which is now being continued as an integral part of Community Action for Youth in the Hough area. Beginning in January, 1960, County Welfare began to experiment with a wider range of services to recipients of Aid to Dependent Children. Caseloads were markedly reduced and all community resources -- public and private, professional and volunteer -- were used. 600 ADC cases were randomly selected and handled by 12 caseworkers. Findings included:

1. Where many case closings handled routinely were due to failure to cooperate or reduced eligibility standards, cases closed in the Special Projects were due in a significant degree to improved client functioning.
2. Of those who left the public assistance rolls during the study -- the percentage of re-applications from Special Project cases was one-half the percentage of re-applications by those who had not been handled by the Special Project staff.
3. The Special Project workers had twice as much direct contact with their clients as routine workers, were sought out for help and advice by clients twice as often, made more budgetary adjustments, made far more use of other community resources, and were far more likely to follow up referrals to other resources (cf. Cuyahoga County Welfare Department Annual Report 1962).

RECOMMENDATIONS

1. That the Committee on Public Assistance recognize the essential wedding of the rehabilitative and financially supportive elements of our public assistance programs.

[April 22, 1964]

-6-

2. It would seem advisable that the Committee on Public Assistance endorse and support the application in Ohio of the Federal Public Welfare Amendments of 1962. This implies that the caseload of County 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 County Welfare to extend what they know to be urgently needed services.

3. Not all cases are of a similar nature. As a suggested formula we submit the possibility of the following case loads:

- 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.
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- C. A third group of caseworkers carrying a caseload of 85 cases would offer services to the remaining recipients of our public assistance programs.

4. 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 need within public assistance of rehabilitative services.

TENTATIVE
RECOMMENDATIONS OF THE SUBCOMMITTEE ON SERVICES
TO THE COMMITTEE ON PUBLIC ASSISTANCE

ASSIGNMENT

The Subcommittee was charged to consider the relation of rehabilitative and family protective services to the public assistance programs. For purposes of study, the Subcommittee limited itself to a consideration of casework counseling, protective service for children and disabled adults, homemaker services, psychiatric and medical consultation.

POINT OF DEPARTURE

The Subcommittee assumed the virtue of service programs which alleviate personal and family need and prevent or reduce delinquency or dependency. Mere financial assistance is no longer sufficient to equip many families to become self-supporting. This fact was recognized in law 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, in effect, deliberately designed as incentives to encourage the states to increase the amount of services available under public assistance. These amendments 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. As a statement of basic social decency, and in the belief that public assistance has a mandate to assist families to become self-supporting as quickly as possible, the Subcommittee assumed the validity of a properly organized rehabilitative function within public assistance.

[Apr 29, 1964]

FINDINGS

1. In this county there are 30,747⁽¹⁾ cases receiving public assistance, including approximately 68,022 persons and family members. These are:

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[Apr 29, 1964]

-3-

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[Apr 29, 1964]

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[Apr 29, 1964]

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Respectfully submitted,

Members of the Subcommittee

Rabbi Daniel Jeremy Silver, Chairman
Mrs. F. Norton Dickman
Melvin Jackson
Richard M. Kelley
Elisabeth Tuttle, Consultant
Robert M. Ginn, Ex officio
Leona Bevis, Ex officio

M-I-N-U-T-E-S

COMMITTEE ON PUBLIC ASSISTANCE

The regular monthly meeting of the Committee on Public Assistance was held Wednesday, April 29, 1964 - 12:00 noon in the Peacock Room of the Tavern Chop House. Robert M. Ginn, Chairman, presiding.

Present were:

Melvin T. Jackson
Mrs. Charles Gleason
Robert M. Ginn
Richard M. Kelley
William I. Ong
Mrs. Frank Porter
Rabbi Daniel J. Silver
Seth Taft

Staff

Leona Bevis
Everett Poe
Sol Z. Rosenbaum

Absent:

Kwegyir Aggrey
James Carney
Frank Celeste
Frank Chokel
Charles F. Clarke
Mrs. F. Norton Dickman
Ralph Findley
Eugene H. Freedheim
Frank Gorman
Henry W. Hopwood
Bernard Houghton
Irving Kane
Ervin Kehl
Walter Kelley
David Matia
Mrs. Morris Matlin
Lawrence Murtaugh
David Rabinovitz
John Schaffer
W. T. McCullough
Richard P. Overmyer

MINUTES of the March 31, meeting were approved.

REPORT AND TENTATIVE RECOMMENDATIONS FROM THE SUBCOMMITTEE ON SERVICES

Members of the Subcommittee include: Rabbi Daniel J. Silver, Chairman; Melvin T. Jackson; Mrs. F. Norton Dickman; Richard M. Kelley; Elisabeth Tuttle, Consultant; Robert M. Ginn and Leona Bevis, ex-officio.

Rabbi Silver presented the report orally. Copies of the report were distributed to those in attendance, ~~and a copy is attached to these minutes to complete committee distribution.~~ Also distributed was a SALARY COMPARISON SHEET of Casework Non-Supervisory Positions, ~~which is attached to the minutes.~~

OBSERVATIONS AND CONCLUSIONS REACHED IN DISCUSSION OF THE REPORT

The committee was impressed with the level of service performed by staff of the County Welfare Department under very difficult conditions and believe that conditions should be made more conducive to attract more workers. Often staff cannot be paid on the basis for which they are qualified because the county lacks budget; positions have not been upgraded and promotion is not routine. All incentive is taken out of the job if staff is not moved upward as they qualify. The only way additional money has been made available to the county is to qualify for federal money.

It was suggested that the report could be strengthened if there were available some estimate of financial impact of fewer reapplications for public aid. The report of the Special ADC Project reflects fewer reapplications from cases in the project caseload than for the agency as a whole. Figures should be available on what it would save the County Welfare for every person taken off of assistance -- an estimate of what those fewer applications would mean in funds.

It was thought that if there is a recommendation in the overall committee report to move from 63% of standard budget on General Assistance to 100%, how much of this would take precedence or priority over financial requirements to upgrade staff positions and add sufficient numbers of caseworker positions.

Ohio is not covered under Public Law 97-543 at the present time, therefore, it was recommended that a statement should be added to recommendation 2, that we work towards getting the 75% of the cost of rehabilitative service provided by the states which the Federal Government is authorized to pay. Also, at the same time work toward reducing caseloads per worker in the County Welfare Department public assistance program.

Judgement has to be made at some point -- given so many dollars, how do you allocate between assistance payments and staff requirements? No matter how tight the funds are it is obvious we do not spend a high enough percentage of the funds available for administration and rehabilitative services. It may be desirable to decide for the total report a fixed percentage to divide between rehabilitative and administrative services and assistance payments. This, it was felt, is a very important and relevant decision. While this may seem to move into the area of agency administration the thought was expressed that community policy is involved.

One member observed a caseload of 60 under an unqualified worker may find the families not as well off as 120 cases under a qualified worker. He felt that there should be stronger recommendations in upgrading the caseworker positions and a drive for greater training and availability for caseworkers for all levels.

A reaction to this comment was that from limited cases seen during the agency visits many clients seem not to require a professionally trained worker. Many cases are strictly matters for financial assistance only.

It was suggested that each subcommittee should make comments and submit recommendations to the Subcommittee on Finance so that the special area of concern is not left out of the final report. Also, the chairmen of the individual subcommittees should meet with the Committee on Finance.

Question was raised as to what the disposition of the final report will be after it is compiled for the Committee and Central Planning Board.

Miss Bevis commented that the report will be referred to the Legislative Committee of the Welfare Federation. The Committee on Public Assistance and the Legislative Committee will be responsible for action at the time the General Assembly convenes in January 1965. The Legislative Committee will take steps for follow up as well as the Public Relations Committee of the Federation.

The subcommittee was commended for the excellent job they did in their preparation of the report.

ANNOUNCEMENTS

1) Due to the lateness of the hour there was not enough time to comment on the April 16 visitation to the County Welfare clients by the members of the Committee on Public Assistance and Committee on Public Welfare of the Jewish Community Federation. Mr. Ginn remarked the visitations were quite successful, an excellent experience, and very worthwhile.

Miss Bevis was asked to check with Mr. Schaffer to try to set up another tour soon for others who may be interested.

2) A meeting of the Screening Committee of the Central Planning Board was held on April 22 at which time chairmen and secretaries of Welfare Federation councils and committees were asked to attend. Miss Elizabeth Wickenden, Technical Consultant on Public Social Policy of the National Social Welfare Assembly was present to discuss the subject of community planning as it involves the larger questions of federal, state and local relationships and second, the scope and limits of community action in dealing with a problem of the dimension of the poverty program.

3) The next meeting of the Committee will be held Thursday, May 28, 12 noon in the Peacock Room of the Tavern Chop House.

Respectfully submitted,

Leona Bevis, Secretary

THE WELFARE FEDERATION

Serving the Cleveland Metropolitan Area

1001 HURON ROAD

781-2944

CLEVELAND, OHIO 44115

Bringing together more than 200 organizations for community planning in health, welfare and recreation

RAYMOND S. LIVINGSTONE, *President*
WILLIAM D. GINN, *Vice-President*
MRS. GILBERT W. HUMPHREY, *Vice-President*
L. T. PENDLETON, *Treasurer*

W. T. McCULLOUGH, *Executive Director*
MISS LEONA BEVIS, *Associate Director*
C. W. MIDDLETON, *Associate Director*
R. P. OVERMYER, *Associate Director*

May 11, 1964

TP: MEMBERS OF THE COMMITTEE ON PUBLIC ASSISTANCE

FROM: Leona Bevis, Secretary

Mr. Robert M. Ginn, Chairman, is calling the next regular meeting of the Committee on Public Assistance for --

Thursday, May 28, 1964

12 noon

Peacock Room

Tavern Chop House

The agenda will include:

- . Revised Report and Recommendations from the Subcommittee on Aid Payments and Standards of Assistance (Copy enclosed)
- Irving Kane, Chairman
- . Report and Tentative Recommendations of the Subcommittee on Health and Hospital Care of Indigent Sick
- Mrs. Charles Gleason, Chairman
- . Report and Tentative Recommendations of the Joint Committee of Committee on Older Persons and Committee on Chronically Ill
- Vernon R. Burt, Chairman

A postal card is enclosed for your convenience in replying. (Cancellation for luncheon reservation must be made no later than Wednesday noon, May 27.)

LB/jwc
Enc.



A RED FEATHER SERVICE SUPPORTED THROUGH THE UNITED APPEAL

M-I-N-U-T-E-S
of
COMMITTEE ON PUBLIC ASSISTANCE

The regular monthly meeting of the Committee on Public Assistance was held Thursday, May 28, 1964, 12 noon in the Peacock Room of the Tavern Chop House. Robert M. Ginn, Chairman, presiding.

ATTENDANCE:

Present:

Kwegyir Aggrey
Mrs. F. Norton Dickman
Eugene H. Freedheim
Robert M. Ginn
Mrs. Charles B. Gleason
Bernard Houghton
Melvin T. Jackson
Irving Kane
Lawrence Murtaugh
William I. Ong
Seth Taft

Staff:

Leona Bevis
Richard P. Overmyer
Sol Z. Rosenbaum

Absent:

James M. Carney
Frank P. Celeste
Frank J. Chokel
Charles F. Clarke
Ralph W. Findley
Frank Gorman
Henry Hopwood
Ervin W. Kehl
Richard M. Kelley
Walter C. Kelley, Jr.
Mrs. Morris Matlin
David Matia
Mrs. Frank H. Porter
John J. Schaffer
Rabbi Daniel J. Silver
Sidney Vincent
W. T. McCullough, ex-officio
Norman Shaw, ex-officio
Raymond T. Livingstone, ex-officio

The MINUTES of the April 29 meeting were approved.

ANNOUNCEMENT

A second afternoon program has been planned for Welfare Federation leaders to visit public welfare clients on Tuesday, June 16, 1:30 P.M. to 7:30 P.M. to be convened at the County Welfare Department at 2400 Payne Avenue. Those interested in participating were asked to submit their name to Miss Bevis.

REVISED REPORT AND RECOMMENDATIONS FROM THE SUBCOMMITTEE ON AID PAYMENTS AND STANDARDS OF ASSISTANCE - Irving Kane, Chairman of Subcommittee

The subcommittee presented its first report at the March 31 meeting at which time Ervin W. Kehl reported for Mr. Kane. When the report was considered at the March meeting it was sent back to the Subcommittee for further consideration in the light of several reactions, suggestions and comments expressed at that meeting. The report at this meeting represents the second draft. Members were mailed a copy of the revised report in advance of the meeting. Mr. Kane urged all members to read the report.

There were a number of significant changes. Since the March meeting a considerable amount of research data was compiled by the Research Department of the Welfare Federation and is attached to the report. Mr. Kane also referred to

(over)

It was the consensus of the Committee that the following changes be made in the conclusions and recommendations of the report (changes are underlined);

CONCLUSIONS

3. 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 minimum subsistence budget and should be adhered to, except for piece level adjustment, until revised through a similar thorough study.
4. 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.

RECOMMENDATIONS (A change in order and a new point 4):

1. The percentage of aid paid should be increased to 100% of the prevailing standard budget for all programs.
2. The standards of assistance adopted by the State of Ohio in 1959, should be revised to conform with changes in consumer prices.
3. 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.
4. Physical ability and childlessness should not be a bar to relief if a persons is in need and cannot find a job.
5. 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.

In light of the newspaper article presented by Mr. Kane question was raised as to what action should be taken by the committee on this report. Mr. Overmyer suggested three things that could be done: 1) Report that the subcommittee report has been made 2) Action of the Committee and refer to the Board of Trustees and- or 3) Nothing. It was felt that reporting action today might get a better public reaction than wait for a couple of weeks for the Board of Trustees to act.

Mr. Ginn pointed out that the procedure of this Committee so far has been to receive the reports of the subcommittees and not approve individually, pending completion of all reports. However, the Committee felt it was necessary to approve this report now so that it could be released to the press and because of its conviction of the importance of immediately informing the public of the shockingly low aid payments to these families.

MOTION was made and VOTED to approve the report of the Subcommittee with the additional changes and that this report be released to the newspapers and referred to the Board of Trustees with a request for endorsement of the conclusions and recommendations.

(over)

REVISED

REPORT OF THE SUBCOMMITTEE ON AID PAYMENTS AND STANDARDS OF ASSISTANCE
TO THE COMMITTEE ON PUBLIC ASSISTANCE

INTRODUCTION

The Subcommittee was asked to review the current picture with respect to aid payments and the standards of assistance which prevail in the public assistance programs in Cuyahoga County, and to prepare appropriate recommendations.

In the process of its review the subcommittee has secured the following information: data from the consumer price index relative to consumer prices in the Cleveland Metropolitan area for the period 1959-1963; comparison data from other cities with respect to standards of assistance in use in public assistance programs and the actual payments of aid in effect in relation to those standards; some descriptive information with respect to the bases for family food budgets which have been developed by the U. S. Department of Agriculture; interim city workers budget annual costs for 20 large cities published by the Bureau of Labor Statistics; information on the food stamp program. Summaries of this information appear in the appendix. Actual case materials from the Cuyahoga County Welfare Department are included in the report.

As the subcommittee began to assemble the facts, all of the members were shocked and dismayed at the low levels of the grants in the various programs. Further, members were struck by what must be the impact of the prevailing standards on the quality of living for many of the 68,022* persons (including 33,000 children under 18 years of age!) in Cuyahoga County who are dependent on public assistance programs for subsistence.

CURRENT PUBLIC ASSISTANCE PAYMENTS IN RELATION TO STANDARDS IN EFFECT IN OHIO

The standards of assistance in effect in Ohio are based on 1959 prices.

* As of January 31, 1964

The aid payments in effect range from 63% of the standards for General Relief recipients in Cuyahoga County; 70% and less* for Aid to Dependent Children families; 95% for Aid for Disabled recipients to 100% for Aid to the Blind and Aid for Aged recipients.

- 1) AID TO DEPENDENT CHILDREN -- assistance payments are provided on the basis of 70% and less of the standards of assistance in effect which are based on 1959 prices. (ADC is administered by the county and funds come from the federal, state, and county governments.)
- 2) GENERAL RELIEF -- assistance grants given on the basis of a mere 63% of the standard of assistance for food, utilities are at 100% and clothing is given only in emergencies. There is an administrative ceiling on rent. (The program is administered at the local level and is basically the responsibility of the cities except for areas outside of cities.) The City of Cleveland and most of the other cities in the county have contracts with Cuyahoga County to administer this program.)
- 3) AID FOR AGED -- aid payments based on 100% of need based on the budget standard. (This is a state administered program and funds come from the state and federal government. No local monies are involved.)
- 4) AID FOR THE BLIND -- aid payments based on 100% of the budget standard. (This program is administered by the county. It is financed by federal, state, and local funds.)
- 5) AID FOR DISABLED -- aid payments based on 95% of minimum need. (Aid for Disabled is administered by the county. The program is financed from federal, state, and county funds.)

* The larger families with school-age children are actually receiving less than 70% of the budget standard. See Table 1 in the appendix.

- 6) **SOLDIERS' RELIEF** -- current assistance grants based on 63% of minimum need. (This program is the responsibility of the Soldiers' Relief Commission in each county. Locally, agreements have been worked out between the Soldiers' Relief Commission and the Cuyahoga County Commissioners.)
- 7) **AID TO DEPENDENT CHILDREN - UNEMPLOYED** -- aid payments will be given on the same basis as ADC. (See point 1 above.) (ADC-U is administered by the county. Funds come from the federal, state, and county sources. The financing formula is somewhat different than the financing formula for ADC.)

WHAT IS A STANDARD BUDGET AND HOW IS IT USED?

The State Division of Social Administration did extensive research to develop a standard budget in 1959. It used guidelines painstakingly developed by the Bureau of Labor Statistics and the Department of Agriculture. (See appendix Exhibit 2). The guidelines provide the quantity and quality of food, clothing, and other necessities for a minimum subsistence budget. Such factors, as age, sex, size of family, and degree of activity of family members are taken into consideration in developing the standards for the General Relief, Aid for Aged, and Aid for Blind families. The Aid to Dependent Children and Aid for Disabled standard budget is based solely on the size of the family. Various stores were "shopped" by the home economists to price the various items which went into the standard budget. Averages were then developed.

The Research Department of the Welfare Federation secured information on standard budgets and maximum payments under ADC (The term AFDC is used nationally) and General Relief in selected cities by family composition. (See attached Tables 3 and 4.) You will note that the standard budgets vary. The usual components are: food, clothing, utilities and heat, household supplies, incidentals and school supplies, personal needs and sundries and recreation.

The range in the standard budgets in use for a family of four for ADC among the cities is from \$102.80 to \$244.90. The Ohio standard budget for a family of four is \$199.29 and includes a \$65 shelter allowance. The variations in standard budgets in effect in the comparison cities is due to food plan used, the components included and the rent maximum in effect. In Ohio, personal needs, sundries, recreation are all omitted. The rent maximum is lower than some states and higher than other states. Also, in Ohio, the food and clothing components of the standard budget have not been revised since 1959.

FOOD STAMPS AND HOW THEY AFFECT THE FAMILY BUDGET

The food stamp program was initiated locally in May of 1963, as a pilot project of the United States Department of Agriculture. It is designed to accomplish two basic objectives: 1) To provide better and more nutritious foods to low income households; and 2) To help equitably distribute the great abundance of the American farmer. The food stamp program is not supposed to be a substitute for a low or inadequate relief allowance.

The impact of the food stamp program on the family food budget of relief recipients varies from case to case. Although the program has been extremely helpful to families on public assistance, the food stamps have not brought the food allowance up to the minimum food standard.

Families cannot buy imported foods such as coffee, tea, bananas, etc. After food stamps are purchased and the rent and utilities are paid, families have little or no money left to buy such items as clothing, transportation, school supplies, laundry and bathroom supplies.

Food stamps are determined by the use of a table prescribed by the U. S. Department of Agriculture for Ohio which takes into account the gross income of the family and size of family. (See Tables 6 and 7 - Ohio Food Stamp Program)

POLICIES WHICH HAD TO BE DEVELOPED AS A RESULT OF INADEQUATE APPROPRIATIONS

Since 1958, the County Welfare Department has found it necessary to modify

the percentage of standards of assistance in effect at various times as a result of inadequate appropriations. The aid standards have been raised and lowered periodically depending on the dollars available.

In order to stretch the dollars within the last few years, the Department found it necessary to drop from its General Relief rolls able-bodied single persons as well as childless couples. Many of these persons, legally eligible for General Relief, were in great need and turned to church groups, settlement houses, and neighbors for help. It is reported from several of these sources after that/a prolonged period of time many of those individuals once able-bodied have developed symptoms of severe physical and mental deterioration.

Clothing is not included as a budgetary item for families on General Relief. Some critical emergency needs for clothing are met, however, by the County Welfare Department on a case-by-case basis.

SOME CASE ILLUSTRATIONS

1) The C's, a General Relief family ... husband 33; wife 28; daughter 6. Present monthly grant \$96 per month. From this the C's must pay \$75 for rent. They purchase food stamps for \$20. They have no choice in this matter... are given a voucher for the \$20. This leaves them \$1.00 per month cash for all other expenses. Family does not qualify for ADC-U because Mr. C. has not worked the required 13 weeks in the past two years. If they were eligible for ADC-U under present standards they would receive \$132 per month, based on a 70% standard. On a 100% standard the family would receive \$152 per month.

Mr. C. had been employed by the Mor Flow Heater Company for five years until the company folded in 1961. He was employed briefly by a trucking firm in 1962, but was laid off when business slackened.

Mr. C. has only a tenth grade education. He has had difficulty in finding employment because he is not a high school graduate and because he has a Juvenile Court record. He was involved in a car theft at age 15, but since this mishap, has not been in any trouble with the law.

Under current regulations earnings less work expenses would be deducted from the \$96 grant.

2) The R's, an ADC family ... husband 40; wife 30; three children 10, 7, and 6. Referred to the County Welfare Department by a hospital. Mr. R. treated for tuberculosis of the spine from October 1958 to January 1959. Prior to illness Mr. R. had always supported his family from earnings as a construction worker. ADC grant began in December 1958 ... Transferred to Aid for Disabled in January 1959 ... Continued on this program until April 1963 ... Then transferred back to ADC.

An Italian-American family ... Mr. R. has a strong sense of responsibility toward family ... finds it hard to be on public assistance Mrs. R., a good homemaker and manager. She has only a sixth grade education, has never worked outside her home and provides excellent care for the children.

Mr. R. has had service from the Bureau of Vocational Rehabilitation .. Was placed in the sheltered workshop at Goodwill Industries ... Did not earn enough to support his family ... Trying very hard to find work in private industry ... Still not able to manage bending, pushing, or lifting ... Has only a fourth grade education.

His sheltered workshop earnings meet his needs but not those of his family. His wife and three children receive a monthly grant of \$109. The rent is \$50 per month. They spend \$42 for food stamps which gives them \$76 of food purchasing power. Only \$17 cash left per month for transportation, household supplies, and foods not covered by the stamp program. This family has not been able to buy shoes for its members for a long time ...

3) The L's, a General Relief family -- being transferred to ADCU ... Husband 25; wife 18; daughter 2; daughter 1. 100% of this family budget would be \$122.

The actual grant would be 63% or \$77. However, \$29 is deducted which Mr. L. receives for a service incurred disability. Rent is \$35 monthly, including utilities ... Food stamp purchase of \$26 ... Fixed expenses are \$61 which leaves cash available of \$16 monthly.

Under ADC-U the total warrant would be \$110 which is more than the present grant, but \$12 short of the minimum standards based on 1959 prices ... Mr. L. not lazy ... Last summer worked as a garbage collector for the City of South Euclid.... Was a summer replacement ... His hopes for a permanent job did not materialize.

Mr. L. depressed about his current situation. Went off the rolls while employed last summer ... Was discouraged when he went back on public assistance.

CONSUMER PRICE CHANGES AND CITY WORKER'S FAMILY BUDGET INFORMATION*

Information from the consumer price index for Cleveland, Ohio for the period 1959 to 1963, reflects a 3.6% increase in all items over 1959. The percent increase in food prices is 2.2; housing 1.6; transportation 5.0; personal care 4.0; medical care 18.0; and clothing 3.4.

In 1959, the cost of a city worker's family budget was found to be \$5305 exclusive of taxes and insurance. Cleveland is one of the higher cost cities. It is sixth from the highest among large cities.

CONCLUSIONS:

1. While the Consumer Price Index in Cleveland was increasing 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.
2. Cleveland ranks 19th among 27 comparable cities in the United States in the average actual payment per recipient in the Aid to Dependent Children

* See Appendix Exhibit 5 and 8

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.

3. 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.
4. 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.

RECOMMENDATIONS:

1. The percentage of aid paid should be increased to 100% of the standard budget for all programs.
2. Funds should be made available to assure a constant level of aid payments and these levels should not be subject to reduction forced by fluctuating financial resources.
3. The standards of assistance adopted by the State of Ohio in 1959, should be revised to conform with changes in consumer prices.
4. 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.

Respectfully submitted,

SUBCOMMITTEE ON AID PAYMENTS AND STANDARDS OF ASSISTANCE

Irving Kane, Chairman

Ervin W. Kehl

Mrs. Frank H. Porter

Robert Ginn, ex-officio

Staff:

Leona Bevis

Mrs. Erlynn Davis

David Rabinovitz

EXHIBIT 2

WHAT ARE THE BASES FOR THE FAMILY FOOD BUDGETS DEVELOPED BY THE U. S. DEPARTMENT OF AGRICULTURE?

"Food budgets developed by the U. S. Department of Agriculture are designed to help families plan nutritionally adequate and satisfying meals for the money they can afford. Many welfare agencies use the U.S. Department of Agriculture food plans as a basis for estimating money allotments for food.

"There are five food plans and four levels of costs: liberal costs, moderate costs, two at low cost and an economy plan for emergency use. The plans are guides for estimating the quantities of food from each of 11 groups needed in a week to provide meals for individuals in 17 sex-age groupings and for women during pregnancy. From the suggested quantities for individuals, food budgets for families of varying size and composition can be constructed.

" Criteria Used in Developing the Plans

Nutritional adequacy.

Relative nutritional economy of the different food groups and
sources of specified nutrients.

Suitability of food in relation to meal patterns common in the U. S.

" Eleven (11) Food Groups

1. Milk, cheese, ice cream;
2. Meat, Poultry, Fish;
3. Eggs;
4. Dry beans, peas, nuts;
5. Flour, cereals, baked goods;
6. Citrus fruits, tomatoes;
7. Dark green and yellow vegetables;
8. Potatoes ;
9. Other vegetables and fruits;
10. Fats and Oils;
11. Sugar and sweets."

There are many combinations of foods that would provide nutritionally adequate diets at specified cost levels. These could be developed by following other criteria. Also, an entirely different technique could be followed. It is fair to say, however, that the systematic plan followed by the Department of Agriculture is the most generally accepted by all welfare agencies.

PROCEDURES USED IN PRICING FOOD PLANS

"After the plan is developed, the next step is to compute the cost of their food. The procedure followed is to multiply the food plan quantities by their prices and summing the costs. Because the food plan quantities are expressed in terms of groups of foods, average prices for food groups are needed. This procedure is followed because food groups, as such, cannot be priced; items must be defined specifically in order to be sure the same ones are priced each period. Because it would be an insurmountable task to price periodically all items and by families, a sample of them is used instead. The sampling procedure involves selecting the items, determining the weight to be assigned to each, and introducing some adjustments to take account of the manner of selection and computation.

"The selection of any particular set of prices as a sample representing price movement in no way determines the cost level of the food plans.

"The prices of 80 food items published periodically by the Bureau of Labor Statistics for their Consumer Price Index are used as the sample of prices. The weights are different for the low-cost, moderate cost, and liberal food plans."

Inter City Differences In Family Food Budget Costs -- Jean C. Brackett
Monthly Labor Review, Vol. 86, No. 10, October 1963

Home Economics Research Report No. 20, Issued November 1962
Agricultural Research Service, U. S. Department of Agriculture

Table 3 - STANDARD BUDGETS AND MAXIMUM PAYMENTS UNDER AFDC AND GENERAL ASSISTANCE PROGRAMS IN SELECTED CITIES BY FAMILY COMPOSITION, MARCH 1964

[Father 40, Mother 35, Boy 11 and Girl 5]

City	AFDC				General Assistance			
	Standard Budget	Actual Payment	Percent Paid	Maximum Payment	Standard Budget	Actual Payment	Percent Paid	Maximum Payment
1. Jersey City-City Hudson County	\$244.90 ^{1/}	\$244.90 ^{1/}	100%	--	\$220.60 ^{1,2/}	\$220.60 ^{1,2/}	100%	--
2. Newark-City Essex County	244.90 ^{1/}	244.90 ^{1/}	100	--	219.80 ^{1,2/}	193.42 ^{1,2/}	88	--
3. Chicago	244.00	244.00	100		244.00	244.00	100	
4. Minneapolis	222.05	222.05	100		170.20 ^{2/}	170.20 ^{2/}	100	
5. St. Paul (Minn.)	207.64	207.64	100		161.85	161.85	100	
6. Seattle	234.40	206.27	88		234.40	206.27	88	
7. Rochester (N.Y.)	196.05	196.05	100		N.A.	N.A.	N.A.	N.A.
8. Portland (Ore.)	208.75	194.66	93		168.50	144.91	86 ^{3/}	
9. Buffalo	191.00	191.00	100		191.00	191.00	100	
10. Baltimore	188.30	188.30	100		188.30	188.30	100	
11. San Diego	238.00	185.00	78	\$185.00	194.45	194.45	100	
12. Los Angeles	229.00	185.00	81	185.00	145.15	145.15	100	\$173.00
13. Oakland (Cal.)	213.00	185.00	87	185.00	144.10	144.10	100	
14. Milwaukee	183.50	183.50	100		111.20	111.20	100	
15. Philadelphia	164.60	164.60	100	164.60	164.60	164.60	100	164.60
16. Pittsburgh	164.40	164.40	100	164.40	164.40	164.40	100	164.40
17. Washington, D.C.	161.00	161.00	100		161.00	161.00	100	
18. Detroit	223.00	160.00	72	160.00	190.92	190.92	100	
19. Cincinnati	199.29 ^{4/}	159.00 ^{4/}	70		199.29 ^{4/}	159.00 ^{4/}	70	
20. Columbus (Ohio)	199.29 ^{4/}	159.00 ^{4/}	70		199.29 ^{4/}	159.00 ^{4/}	70	
21. Dayton (Ohio)	199.29 ^{4/}	159.00 ^{4/}	70		199.29 ^{4/}	159.00 ^{4/}	70	
22. CLEVELAND	199.29 ^{4/}	159.00 ^{4/}	70		182.20 ^{4/}	122.00 ^{4/}	63	
23. Denver	142.70	142.70	100		117.00	104.00	82	
24. Omaha	168.50 ^{5/}	115.00	68	115.00	94.00 ^{6/}	115.00	100	115.00

Table 3 - STANDARD BUDGETS AND MAXIMUM PAYMENTS UNDER AFDC AND GENERAL ASSISTANCE PROGRAMS IN SELECTED CITIES BY FAMILY COMPOSITION, MARCH 1964 (Cont.)

[Father 40, Mother 35, Boy 11 and Girl 5]

City	AFDC				General Assistance			
	Standard Budget	Actual Payment	Percent Paid	Maximum Payment	Standard Budget	Actual Payment	Percent Paid	Maximum Payment
25. Kansas City (Mo.)	\$185.50	\$110.00	59%	\$110.00	\$ 65.00	\$65.00	100%	\$65.00
26. Indianapolis	218.85	87.00	40	87.00	N.A.	N.A.	N.A.	N.A.
27. St. Louis	102.80	87.00	85	87.00	123.49	65.00	53	65.00

1/ Includes a \$75.00 shelter allowance.

2/ Plus clothing expenses.

3/ Established from a 25% reduction of the food allowance of the budget.

4/ Includes a \$65.00 shelter allowance.

5/ Plus shelter, utilities and special requirements.

6/ Pays only state standard food allowance; will also pay utilities, rent and medical needs for emergency cases.

N.A. Not available.

Research Department
Welfare Federation of Cleveland
April 1964

Table 4 - STANDARD BUDGETS AND MAXIMUM PAYMENTS UNDER THE AID TO FAMILIES WITH DEPENDENT CHILDREN PROGRAM IN SELECTED CITIES BY FAMILY COMPOSITION, MARCH 1964

[Mother 35, Boy 14, Girl 9 and Girl 4]

City	Standard Budget	Actual Payment	Percent Paid	Maximum Payment
1. Chicago	\$249.65	\$249.65	100%	
2. Jersey City-City Hudson County	-- 245.80 ^{1/}	-- 245.80 ^{1/}	-- 100	--
3. Newark-City Essex County	-- 245.80 ^{1/}	-- 245.80 ^{1/}	-- 100	--
4. St. Paul (Minn.)	228.75	228.75	100	
5. San Diego	244.00	215.00	88	\$215.00
6. Los Angeles	235.00	215.00	91	215.00
7. Oakland (Cal.)	220.00	215.00	98	215.00
8. Minneapolis	209.20	209.20	100	
9. Seattle	234.80	206.62	88	
10. Rochester (N.Y.)	201.30	201.30	100	
11. Buffalo	193.65	193.65	100	
12. Milwaukee	190.50	190.50	100	
13. Portland (Ore.)	204.25	190.46	93	
14. Baltimore	188.90	188.90	100	
15. Washington, D.C.	166.00	166.00	100	
16. Detroit	223.00	160.00	72	160.00
17. Cincinnati	199.29 ^{2/}	159.00 ^{2/}	70	
18. CLEVELAND	199.29 ^{2/}	159.00 ^{2/}	70	
19. Columbus (Ohio)	199.29 ^{2/}	159.00 ^{2/}	70	
20. Dayton (Ohio)	199.29 ^{2/}	159.00 ^{2/}	70	
21. Philadelphia	154.60	154.60	100	154.60
22. Pittsburgh	154.40	154.40	100	154.50
23. Denver	144.80	144.80	100	
24. Omaha	166.50 ^{3/}	130.00	78	130.00

Table 4 - STANDARD BUDGETS AND MAXIMUM PAYMENTS UNDER THE AID TO FAMILIES WITH DEPENDENT CHILDREN PROGRAM IN SELECTED CITIES BY FAMILY COMPOSITION, MARCH 1964 (Cont.)

[Mother 35, Boy 14, Girl 9 and Girl 4]

City	<u>Standard Budget</u>	<u>Actual Payment</u>	<u>Percent Paid</u>	<u>Maximum Payment</u>
25. Kansas City (Mo.)	\$190.50	\$110.00	58%	\$110.00
26. Indianapolis	228.10	110.00	48	110.00
27. St. Louis	238.23	110.00	46	110.00

- 1/ Includes a \$75.00 shelter allowance.
- 2/ Includes a \$65.00 shelter allowance.
- 3/ Plus shelter, utilities and special requirements.

Research Department
Welfare Federation of Cleveland
April 1964

EXHIBIT 5

TABLE 1 - CONSUMER PRICE INDEX FOR CLEVELAND, OHIO 1959-1963^{1/}

(All Items)

MONTH ^{2/}

<u>Year</u>	<u>February</u>	<u>May</u>	<u>August</u>	<u>November</u>	<u>Average</u>	<u>% Increase over 1959 average</u>
1959	100.5	100.9	101.3	101.8	101.1	--
1960	101.5	102.3	102.6	103.0	102.3	1.2
1961	103.3	103.0	103.6	103.1	103.2	2.1
1962	103.1	103.5	103.8	103.7	103.5	2.4
1963	104.3	104.3	105.1	105.0	104.7	3.6

TABLE 2 - CONSUMER PRICE INDEX FOR CLEVELAND, OHIO 1959-63^{1/}

(Food)

MONTH ^{2/}

<u>Year</u>	<u>February</u>	<u>May</u>	<u>August</u>	<u>November</u>	<u>Average</u>	<u>% Increase over 1959 average</u>
1959	99.5	99.3	99.0	99.4	99.4	--
1960	98.3	101.3	101.6	101.1	100.6	1.2
1961	101.7	100.7	101.5	101.4	100.7	1.3
1962	100.1	101.1	101.5	102.4	100.9	1.5
1963	102.2	100.7	102.6	102.2	101.6	2.2

TABLE 3 - CONSUMER PRICE INDEX FOR CLEVELAND, OHIO , 1959-1963^{1/}

(Housing)

MONTH ^{2/}

<u>Year</u>	<u>February</u>	<u>May</u>	<u>August</u>	<u>November</u>	<u>Average</u>	<u>% Increase over 1959 average</u>
1959	100.5	100.4	100.4	100.2	100.6	--
1960	101.4	101.1	101.0	101.5	101.2	.6
1961	101.5	100.9	100.9	101.2	100.9	.3
1962	100.8	101.1	101.6	101.0	101.2	.6
1963	102.2	101.9	102.1	101.3	102.1	1.6

^{1/} Using the January 1953 revisions and the 1957-1959 = 100 base

^{2/} Months in which the commodities are priced in Cleveland

Research Department
Cleveland Welfare Federation
April, 1964

Source: U.S. Department of Labor
Bureau of Labor Statistics
Series A-14; B-14; C-14

Exhibit 5 (continued)

TABLE 4 - CONSUMER PRICE INDEX FOR CLEVELAND, OHIO, 1959-1963^{1/}

(Apparel)						% Increase over 1959 average
MONTH ^{2/}						
<u>Year</u>	<u>February</u>	<u>May</u>	<u>August</u>	<u>November</u>	<u>Average</u>	
1959	100.3	100.7	100.8	101.2	100.7	--
1960	101.3	100.9	101.3	101.3	101.2	.5
1961	101.5	102.0	102.5	102.6	102.1	1.4
1962	102.2	102.6	102.1	102.8	102.4	1.7
1963	103.1	104.3	105.1	103.9	104.1	3.4

TABLE 5 - CONSUMER PRICE INDEX FOR CLEVELAND, OHIO, 1959-1963^{1/}

(Transportation)						% Increase over 1959 average
MONTH <u>2/</u>						
<u>Year</u>	<u>February</u>	<u>May</u>	<u>August</u>	<u>November</u>	<u>Average</u>	
1959	101.5	101.6	103.7	105.2	103.0	--
1960	103.9	103.5	103.2	104.3	103.7	.7
1961	104.4	104.8	107.3	107.6	106.0	3.0
1962	106.5	107.6	107.9	108.0	107.5	4.5
1963	107.2	107.3	108.2	109.3	108.0	5.0

TABLE 6 - CONSUMER PRICE INDEX FOR CLEVELAND, OHIO 1959-1963^{1/}

(Medical Care)						% Increase over 1959 average
MONTH ^{2/}						
<u>Year</u>	<u>February</u>	<u>May</u>	<u>August</u>	<u>November</u>	<u>Average</u>	
1959	106.0	106.7	107.3	108.6	107.0	--
1960	108.3	110.5	111.0	110.8	110.3	3.3
1961	118.3	118.5	117.9	118.1	118.0	11.0
1962	118.3	118.5	118.6	118.6	118.5	11.5
1963	119.0	126.5	127.0	127.5	125.0	18.0

^{1/} Using the January 1953 Revisions and the 1957-1959 = 100 base^{2/} Months in which the commodities are priced in Cleveland

Research Department
Cleveland Welfare Federation
April, 1964

Source: U. S. Department of Labor
Bureau of Labor Statistics
Series D-14; E-14; F-14

TABLE 7 - CONSUMER PRICE INDEX FOR CLEVELAND, OHIO 1959, 1963 ^{1/}
(Personal Care)

<u>Year</u>	<u>MONTH ^{2/}</u>					<u>% Increase over 1959 average</u>
	<u>February</u>	<u>May</u>	<u>August</u>	<u>November</u>	<u>Average</u>	
1959	100.7	100.5	100.6	100.5	100.6	--
1960	100.5	101.2	106.1	106.0	103.5	2.9
1961	105.8	105.6	105.0	104.6	105.3	4.7
1962	105.7	105.4	104.1	104.0	104.8	4.2
1963	104.3	105.6	104.2	104.1	104.6	4.0

TABLE 8 - CONSUMER PRICE INDEX FOR CLEVELAND, OHIO 1959-1963 ^{1/}
(Reading and Recreation)

<u>Year</u>	<u>MONTH ^{2/}</u>					<u>% Increase over 1959 average</u>
	<u>February</u>	<u>May</u>	<u>August</u>	<u>November</u>	<u>Average</u>	
1959	100.3	104.4	104.7	105.8	103.8	--
1960	104.5	105.1	105.1	105.6	105.1	1.3
1961	105.2	106.4	108.1	107.2	106.7	2.9
1962	107.9	106.9	107.4	108.3	107.6	3.8
1963	107.6	107.0	107.9	108.2	107.8	4.0

TABLE 9 - CONSUMER PRICE INDEX FOR CLEVELAND, OHIO 1959-1963 ^{1/}
(Other Goods and Services)

<u>Year</u>	<u>MONTH ^{2/}</u>					<u>% Increase over 1959 average</u>
	<u>February</u>	<u>May</u>	<u>August</u>	<u>November</u>	<u>Average</u>	
1959	99.3	101.2	105.1	105.2	102.7	--
1960	105.2	105.3	106.9	106.4	105.9	3.2
1961	106.4	106.2	106.4	106.4	106.4	3.7
1962	106.4	106.5	107.2	106.7	106.7	4.0
1963	106.8	107.2	107.6	107.6	107.3	4.6

^{1/} Using the January 1953 revisions and the 1957-59 = 100 base

^{2/} Months in which the commodities are priced in Cleveland

TABLE 6

OHIO PILOT FOOD STAMP PROGRAM
Basis of Coupon Issuance
Monthly

No. in household	Gross income	Purchase	Bonus	Total	No. in household	Gross income	Purchase	Bonus	Total
1	\$ 20 -29.99	\$ 8	\$ 8	\$ 16	4	\$50- 49.99	\$ 22	\$ 38	\$ 60
	30 -39.99	10	8	18		60- 69.99	26	38	64
	40 -49.99	12	8	20		70- 79.99	30	36	66
	50 -59.99	14	6	20		80- 89.99	34	36	70
	60 -79.99	16	6	22		90- 99.99	38	34	72
	80 -99.99	18	6	24		100-109.99	42	34	76
	100 100	20	6	26		110-119.99	46	32	78
2	30 -39.99	12	18	30		120-139.99	50	30	80
	40 -49.99	16	18	34		140-159.99	56	28	84
	50 -59.99	18	18	36		160-179.99	62	26	88
	60 -69.99	20	16	36		180-199.99	66	24	90
	70 -79.99	24	16	40		200-219.99	70	22	92
	80 -99.99	28	16	44		220-239.99	74	20	94
	100 119.99	32	14	46		240-260.	78	20	98
	120 139.99	36	12	48	5	60- 69.99	28	46	74
	140 159.99	40	10	50		70- 79.99	32	44	76
	160 180.	44	10	54		80- 89.99	36	44	80
3	40 -49.99	16	30	46		90- 99.99	40	42	82
	50 -59.99	20	28	48		100-109.99	44	40	84
	60 -69.99	24	28	52		110-119.99	48	38	86
	70 -79.99	28	26	54		120-129.99	52	36	88
	80 -89.99	32	26	58		130-139.99	56	36	92
	90 -99.99	36	24	60		140-159.99	60	34	94
	100 119.99	40	22	62		160-179.99	66	32	98
	120 139.99	46	20	66		180-199.99	72	30	102
	140 159.99	52	18	70		200-219.99	78	28	106
	160 179.99	58	16	74		220-239.99	84	26	110
	180 199.99	64	14	78		240-259.99	88	26	114
	200 220.	68	14	82		260-279.99	92	24	116
						280-290.	96	24	120

(Continued

TABLE 7

No. in household	Gross income	Purchase	Bonus	Total	No. in household	Gross income	Purchase	Bonus	Total
6	\$ 70 - 79.99	\$ 34	\$ 52	\$ 86	8	220 - 239.99	\$ 94	\$ 46	\$ 140
	80 - 89.99	38	52	90		240 - 259.99	100	44	144
	90 - 99.99	42	50	92		260 - 279.99	104	42	146
	100 - 109.99	46	48	94		280 - 299.99	108	40	148
	110 - 119.99	50	46	96		300 - 319.99	112	40	152
	120 - 129.99	54	44	98		320 - 339.99	116	38	154
	130 - 139.99	58	44	102		340 - 359.99	120	38	158
	140 - 159.99	64	42	106		360 - 385.	124	36	160
	160 - 179.99	70	40	110					
	180 - 199.99	76	38	114					
	200 - 219.99	82	36	118	9	80 - 89.99	38	68	106
	220 - 239.99	88	34	122		90 - 99.99	42	66	108
	240 - 259.99	92	32	124		100 - 109.99	48	64	112
	260 - 279.99	96	30	126		110 - 119.99	52	62	114
	280 - 299.99	100	28	128		120 - 129.99	58	60	118
	300 - 320.	104	28	132		130 - 139.99	62	60	122
						140 - 149.99	66	58	124
						150 - 159.99	70	58	128
						160 - 179.99	7	56	132
						180 - 199.99	82	54	136
						200 - 219.99	88	52	140
						220 - 239.99	94	50	144
						240 - 259.99	100	48	148
						260 - 279.99	104	46	150
						280 - 299.99	108	44	152
						300 - 319.99	112	44	156
						320 - 339.99	116	42	158
						340 - 359.99	120	42	162
						360 - 379.99	124	40	164
						380 - 399.99	128	40	168
						400 - 415.	132	40	172
						200 - 219.99	88	56	144
						220 - 239.99	94	54	148
						240 - 259.99	100	52	152
						260 - 279.99	104	50	154
						280 - 299.99	108	48	156
						300 - 319.99	112	48	160
						320 - 339.99	116	46	162
						340 - 359.99	120	46	166
						360 - 379.99	124	44	168
						380 - 399.99	128	44	172
						400 - 419.99	132	44	176
						420 - 445.	136	44	180
7	80 - 89.99	38	58	96					
	90 - 99.99	42	56	98					
	100 - 109.99	48	54	102					
	110 - 119.99	52	52	104					
	120 - 129.99	58	50	108					
	130 - 139.99	62	50	112					
	140 - 159.99	68	48	116					
	160 - 179.99	74	46	120					
	180 - 199.99	80	44	124					
	200 - 219.99	86	42	128					
	220 - 239.99	92	40	132					
	240 - 259.99	98	38	136					
	260 - 279.99	102	36	138					
	280 - 299.99	106	34	140					
	300 - 319.99	110	34	144					
	320 - 339.99	114	32	146					
	340 - 355.	116	32	148					
8	80 - 89.99	38	64	102					
	90 - 99.99	42	62	104					
	100 - 109.99	48	50	108					
	110 - 119.99	52	58	110					
	120 - 129.99	58	56	114					
	130 - 139.99	62	56	118					
	140 - 149.99	66	54	120					
	150 - 159.99	70	54	124					
	160 - 179.99	76	52	128					
	180 - 199.99	82	50	132					
	200 - 219.99	88	48	136					

TABLE 3. ANNUAL COSTS OF THE CITY WORKER'S FAMILY BUDGET,* 20 LARGE CITIES, AUTUMN 1959

Item	Albany	Baltimore	Boston	Chicago	Cleveland	Columbus	Dayton	Denver	Indianapolis	Kansas City	Low estimate
Food and beverages [†]	\$1,514	\$1,335	\$1,857	\$1,753	\$1,734	\$1,895	\$1,771	\$1,435	\$1,521	\$1,747	
Food at home	1,281	1,294	1,569	1,448	1,483	1,431	1,345	1,236	1,413	1,487	
Food away from home	233	41	288	305	251	464	426	199	108	260	
Housing	1,405	1,136	1,475	1,872	1,449	1,445	1,337	1,192	1,370	1,445	
Rent, heat, and utilities [‡]	1,151	1,008	1,245	1,565	1,293	1,151	1,067	941	1,117	1,178	
Household furnishings	250	128	230	307	156	294	270	251	253	267	
Household operation	44	52	40	41	50	50	51	50	50	54	
Clothing	572	571	549	564	549	566	579	606	580	540	
Husband	138	135	135	143	137	144	141	131	135	133	
Wife	156	165	154	156	156	157	165	155	157	155	
Boy	93	117	98	110	93	108	95	98	99	94	
Girl	185	164	162	155	163	168	174	167	181	158	
Clothing materials and services	41	47	52	57	54	57	57	49	50	57	
Medical care	279	278	322	314	335	349	337	309	296	354	
Transportation [§]	456	514	411	566	494	517	495	485	525	501	
Automobile owners	592	546	414	598	514	528	566	549	557	620	
Nonowners of automobiles	125	158	97	168	180	189	187	144	171	134	
Other goods and services	564	563	711	735	582	712	731	592	705	693	
Reading and recreation	217	213	235	236	213	235	237	199	215	214	
Personal care	126	125	122	124	121	123	125	122	127	126	
Tobacco	86	88	81	85	86	87	86	86	84	81	
Public school expense	14	13	14	30	20	15	15	15	35	10	
Commutations	78	102	94	97	78	46	79	80	77	57	
Gifts and contributions	113	117	124	120	120	123	121	107	118	124	
Miscellaneous	37	37	81	44	46	47	50	34	39	41	
Total cost of goods and services	\$4,540	\$4,561	\$5,354	\$5,637	\$4,752	\$5,305	\$4,871	\$4,522	\$4,980	\$4,728	
Other costs [¶]	258	258	258	258	258	258	258	258	258	258	
Personal taxes	344	310	325	377	379	336	313	340	345	366	
Estimated total cost of budget	\$5,142	\$5,129	\$5,937	\$6,272	\$5,389	\$5,959	\$5,482	\$5,128	\$5,683	\$5,352	
	Midwest area	New York	Florida	Pittsburgh	Portland, Oreg.	St. Louis	San Francisco	Seattle	Washing- ton, D.C.		
Food and beverages [†]	\$1,647	\$1,852	\$1,323	\$1,669	\$1,746	\$1,894	\$1,795	\$1,754	\$1,844	\$1,664	
Food at home	1,409	1,594	1,503	1,571	1,471	1,605	1,523	1,515	1,548	1,447	
Food away from home	237	258	820	218	275	289	272	239	296	217	
Housing	1,769	1,560	209	1,275	1,506	1,543	1,346	1,227	1,368	1,471	
Rent, heat, and utilities [‡]	1,436	1,313	454	1,572	1,445	1,348	1,079	871	1,502	1,296	
Household furnishings	180	247	147	208	209	195	267	246	226	175	
Household operation	53	50	2	54	51	52	58	48	55	65	
Clothing	560	551	547	567	562	541	571	536	567	554	
Husband	135	137	151	138	139	129	131	130	144	137	
Wife	163	154	173	162	163	156	164	152	160	150	
Boy	97	94	91	95	93	92	97	94	97	97	
Girl	155	152	112	159	167	159	167	152	156	156	
Clothing materials and services	40	54	58	56	56	56	67	44	56	57	
Medical care	280	292	315	301	327	297	297	290	271	314	
Transportation [§]	486	504	344	523	533	531	517	478	528	517	
Automobile owners	591	515	424	534	517	540	512	486	536	634	
Nonowners of automobiles	145	189	120	189	116	191	205	192	192	148	
Other goods and services	575	568	666	560	561	564	564	503	741	670	
Reading and recreation	207	217	221	175	172	194	225	217	219	212	
Personal care	130	118	132	135	136	131	130	122	144	127	
Tobacco	87	91	84	88	89	85	87	87	84	78	
Public school expense	20	17	19	30	27	19	19	19	20	10	
Commutations	73	62	60	77	60	30	69	69	67	63	
Gifts and contributions	120	117	118	122	120	124	124	112	130	121	
Miscellaneous	60	39	58	51	61	61	61	27	34	40	
Total cost of goods and services	\$4,165	\$4,969	\$4,678	\$5,364	\$4,782	\$5,271	\$4,341	\$4,804	\$4,952	\$4,166	
Other costs [¶]	258	273	258	258	258	258	258	258	258	258	
Personal taxes	336	349	375	377	380	331	363	363	352	366	
Estimated total cost of budget	\$4,761	\$5,591	\$5,311	\$6,000	\$5,390	\$5,919	\$4,962	\$5,420	\$5,562	\$4,790	

* See footnote 1, table 1.

† Includes alcoholic beverages.

‡ Average monthly rent for lowest occupied dwelling that conforms to the housing standards specified for the budget plus the cost of required amounts of heating fuel, gas, electricity, water, and specified equipment.

§ Weighted average costs of automobile owners and nonowners. See footnote 19, table 1.

¶ Includes allowances for life insurance, occupational expenses, Federal old-age and survivors insurance, and temporary contributions to disability insurance as required by State law in California and New York.

Note: For items and quantities listed in the various categories see tables 1-8.

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

May 11, 1964

TO: MEMBERS OF THE COMMITTEE ON PUBLIC ASSISTANCE

FROM: Leona Bevis, Secretary

The following are the revisions in the report of the Subcommittee on Aid Payments and Standards of Assistance originally presented March 31. This report will be presented at the May 28 meeting. Our time for presentation will be limited in view of the fact that other reports will be presented at that time. Please review in advance of the meeting. Basic changes in the report are:

1. Substantial research data has been made available which could not be secured by the time of the March report meeting. This material is found in the appendix and appropriate references to this material will be found in the text of the report. These materials include:

Table 1 - What People on ADC Receive

Exhibit 2 - What Are the Bases for Family Food Budgets
Developed by the Department of Agriculture

Table 3 - Standard Budgets and Maximum Payment Under ADC
and General Relief Programs in Selected Cities
by Family Composition, March 1964.

Table 4 - Same as 3, but for a different family composition.

Exhibit 5 - Consumer Price Index for Cleveland, Ohio 1959-63

Tables 6 & 7 - Ohio Pilot Food Stamp Program

Table 8 - Annual Costs of City Workers Family Budgets,
Autumn 1959

Further changes include:

2. Elaboration of the material on page 3 (What Is A Standard Budget and How Is It Used?)
3. Comment on Consumer Price Index Data and Cost of Living Comparison, Page 7
4. Conclusions and recommendations have been restated in accord with new information and suggestions made by the Committee on Public Assistance at the March meeting.

Please bring your copy of the report with you to the May 28 meeting.

THE WELFARE FEDERATION

Serving the Cleveland Metropolitan Area

1001 HURON ROAD

781-2944

CLEVELAND, OHIO 44115

Bringing together more than 200 organizations for community planning in health, welfare and recreation

RAYMOND S. LIVINGSTONE, *President*
WILLIAM D. GINN, *Vice-President*
MRS. GILBERT W. HUMPHREY, *Vice-President*
L. T. PENDLETON, *Treasurer*

W. T. MCCULLOUGH, *Executive Director*
MISS LEONA BEVIS, *Associate Director*
C. W. MIDDLETON, *Associate Director*
R. P. OVERMYER, *Associate Director*

June 15, 1964

TO: MEMBERS OF THE COMMITTEE ON PUBLIC ASSISTANCE

FROM: Leona Bevis, Secretary

Robert M. Ginn, Chairman, is calling the next regular meeting of the Committee on Public Assistance for 12:00 noon on Tuesday, June 30, in the Peacock Room of the Tavern Chop House, 1027 Chester Avenue (downstairs).

The agenda will include:

Report and recommendations from the Subcommittee on Hospital
Care of the Indigent Sick

- Mrs. Charles B. Gleason, Chairman

Report and recommendations from the Joint Committee on Nursing
Home Care

- Vernon R. Burt, Chairman

Progress report from the Subcommittee on Financing

- Eugene H. Freedheim, Chairman

A postal card is enclosed for your convenience in replying.

LB/jwc
Enc.



A RED FEATHER SERVICE SUPPORTED THROUGH THE UNITED APPEAL

Preliminary
Report to the Public Assistance Committee
from the
Joint Committee on Nursing Home Care
regarding
Recommendations to Improve Nursing
Home Care in Ohio

The Joint Committee on Nursing Home Care, composed of members of the Committee on Older Persons and the Committee on Chronically Ill, has not completed the entire charge made to it by the Central Planning Board. The Joint Committee is nevertheless reporting to you certain preliminary conclusions, in the hope that these may be useful in your present deliberations.

PREMISES ON WHICH RECOMMENDATIONS ARE BASED

Certain basic premises may seem self-evident, but a re-statement of those from which our ultimate recommendations are derived is in order:

- 1.) Nursing homes, whether considered from a regulatory standpoint or from the standpoint of reimbursement for their services, do not fit into any single category. They should not be treated as though they do, either by regulatory authorities or, even more importantly, by the public authorities financially responsible for the care of certain of the residents.
- 2.) Nursing homes should be classified according to services available to residents. However, reimbursement for care must not be based solely on the services available. Payment in accordance with the needs of each patient must be coupled with available services.
- 3.) The Joint Committee suggests the following preliminary classification of nursing homes, based upon facilities and services available:
 - Type I - An institution providing (a) minimum supervisory nursing care with (b) minimum auxiliary services for rehabilitation.
 - Type II - An institution providing (a) skilled nursing care, supervised and furnished by professional licensed nurses and (b) limited auxiliary services for rehabilitation.
 - Type III - An institution providing (a) intensive nursing services, and (b) limited auxiliary services for rehabilitation.
 - Type IV - An institution providing (a) intensive nursing services and (b) a large number of auxiliary services for rehabilitation.

The above assumes that institutions in all four classifications must meet all of the physical requirements of the licensure regulations now pending before the Supreme Court of Ohio.

- 4.) The Department of Public Welfare, in providing for its Aid for Aged recipients, should establish standards for reimbursement according to the four classifications mentioned above. These standards for reimbursement should include a fair return for the operator of the home. The Department, or other public authority, may find it cannot reimburse according to its standards, due to inadequate appropriation.

Such public authority, in recognition of the variety of facilities and services needed, should make a proportionate reduction to all classes of nursing homes caring for welfare recipients.

The Research Department of the Welfare Federation has undertaken, in eight Cleveland nursing homes, a study of actual costs of care. The findings have been applied to the four classifications listed above. It must be emphasized that the Research Department's preliminary report does not include an allowance for depreciation, for profit for the operator, or an allowance for improvement of services through investment. A summary of the Research Department's cost report is as follows:

Cost Per Month Per Patient, by Class and Size of Home
(Excluding Depreciation Costs and an Amount for
Proprietary Return)

Class	30 Beds	50 Beds	75 Beds
Type I	\$232.00	\$195.00	\$190.00
Type II	\$261.00	\$237.00	\$239.00
Type III	\$343.00	\$310.00	\$312.00
Type IV	\$411.00	\$365.00	\$364.00

This cost survey relates to Cuyahoga County only. Some downward adjustments may be necessary to reflect actual costs in rural areas of the State. The essential point is, however, that the present schedule for reimbursement of nursing homes in the area of Cuyahoga County ranges from a minimum of \$135.00 a month to a maximum of \$170.00 per month. The cost survey indicates that nursing home operators who seek to establish decent levels of care are inadequately reimbursed in a range from \$45.00 to \$240.00 per month. It is also important to recognize that 75 to 80 per cent of all residents in nursing homes require, we believe, as a minimum the care offered in Type II homes, recognizing further that care offered in Type III homes would be much more appropriate and realistic.

RECOMMENDATIONS FOR IMMEDIATE ACTION

The Joint Committee fears it improbable that the State of Ohio will appropriate funds necessary to meet the reimbursement schedule which the foregoing indicates to be desirable. The Committee therefore recommends that an immediate approach can and should be made by the following two steps:

- 1) 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 in the several categories mentioned.
- 2) 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 amongst all the recipients in all classes of homes. This would provide the same ratio (of payment to approved standards) to all such recipients.

What would be the financial impact of these two minimal, essential recommendations? At the present time there are in Ohio approximately 13,000 recipients of Aid for Aged in proprietary and philanthropic nursing homes. The suggested increase of \$80 per month would require an additional State appropriation for present aid recipients in the amount of \$1,040,000 per month, or \$12,480,000 per year. Moreover, if adequate standards are established, with an increased amount paid toward the attainment of such standards, there will be an increase in the number of persons eligible for Aid for Aged. There are persons presently whose personal resources exceed the existing maximum of \$170.00 per month. An increased maximum would make eligible persons not now qualifying under existing maximums. The likely impact on appropriations is unknown. We estimate, however, that an increased standard might add 10% more recipients, requiring an average subsidy of less than \$80.00 per month. As a further estimate, if this additional 10% will need a subsidy of only \$40.00, because of their personal resources, the necessary appropriation would be increased by 5%, or slightly in excess of \$600,000.

Based on the foregoing, the Joint Committee recommends that the annual appropriation available to the Department of Public Welfare for the payment of nursing home care should be increased by \$13,000,000.

Respectfully Submitted

JOINT COMMITTEE ON NURSING HOME CARE

Vernon R. Burt, Chairman

Kwegyir Aggrey

Robert S. Bixler

Ernest J. Bohn

Howard Bram

Judge Norman A. Fuerst

Harold J. Glickman

Mrs. Samuel Kamellin

Rev. W. Chave McCracken

Mrs. R. Henry Norweb, Jr.

Russell H. Reeves

Mrs. Marcelle Schnurmacher

Kenneth J. Shoos

J. B. Stocklen, M.D.

Morris W. Stroud, III, M.D.

Francis D. Sullivan

William W. Taft

Miss Evelyn Young

Everett C. Poe, Secretary

Ex-officio

Mrs. Robert Clements

William D. Ginn

Invited

Mrs. Frank M. Barry

Mrs. Elizabeth Minton

Miss Leona Bevis

W. T. McCullough

JOSEPH P. MARTIN, M.D.
MEDICAL ASSOCIATES BUILDING
1464 E. 108TH STREET
CLEVELAND 6, OHIO
BWEETERIAN 5-2622

25 February 1966

Rev. A. M. Pennybacker
Director of Commission of
Metropolitan Affairs
Cleveland Council of Churches
Cleveland, Ohio

Dear Sir,

I represent a community group which finds the change in the Ohio law regarding birth control has now made possible the extension of family planning services, not only possible and plausible, but imminent in Cleveland through the Division of Health. We have obtained endorsement of the idea of utilizing the seven Division of Health stations around the city for the dissemination of family planning services, supplies, and equipment, by the Cleveland Medical Association, The Cleveland Society of Obstetrics and Gynecology, The Cleveland Academy of Medicine, the Board of Trustees of Goodrich Sterling House (and hopefully, other settlement houses of the GCNCA), and of the Episcopal Church of the Diocese of Ohio.

The new Director of Public Welfare of the city of Cleveland, the Honorable Clarence Gaines, has indicated his concern for the problems created by a lack of family planning services, and a meeting between the Mayor of the city of Cleveland, The Honorable Ralph Locker, and Mr. Gaines with Cleveland's medical leadership is now being arranged.

It would be very helpful to, not only the conduct of this meeting, but to the ultimate aim for family planning services more immediately available throughout the community if the Cleveland Council of Churches is able to endorse the idea at this time. We hasten to add, that these services will be offered consistent with the religious and moral convictions of the individuals involved, with proper provisions to preserve community morality as we deal with what is, so obviously, a serious public health problem.

Sincerely yours,


Joseph P. Martin, M.D.

March 3, 1966

Mr. Clarence Gaines
Director,
Public Welfare of
city of Cleveland
City Hall
Cleveland, Ohio

Dear Mr. Gaines:

I am writing to support the request of many groups, that the Division of Health lend its support to those who wish to make family planning services available through Department of Health stations.

I am fully convinced of the usefulness and propriety of this undertaking. I believe that this information and this service ought to be readily available to all citizens without regard to their financial condition. Family planning represents a step forward in man's ability to live with some dignity and some measure of happiness.

I would appreciate whatever support you can give to this project. With all good wishes, I remain,

Sincerely yours,

DANIEL JEREMY SILVER
DJS:mga

cc: Dr. Joseph P. Martin

March 3, 1966

The Honorable Ralph Locher
Mayor of Cleveland
Ohio

My dear Mayor Locher:

I am writing to support the request of many groups, that the Division of Health lend its support to those who wish to make family planning services available through Department of Health stations.

I am fully convinced of the usefulness and propriety of this undertaking. I believe that this information and this service ought to be readily available to all citizens without regard to their financial condition. Family planning represents a step forward in man's ability to live with some dignity and some measure of happiness.

I would appreciate whatever support you can give to this project. With all good wishes, I remain,

Sincerely yours,

DANIEL JEREMY SILVER
DJS:mga

cc: Dr. Joseph P. Martin



City of Cleveland

RALPH S. LOCHER
MAYOR

March 16, 1966

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

Dear Rabbi Silver:

Thanks for your letter of March 3, 1966,
in which you suggest that the family planning
services be made available through the Department
of Health and Welfare.

I shall refer your letter to Director
Clarence L. Gaines.

With best wishes to you and your family.

Sincerely,

Ralph S. Locher
Mayor

RSL:ih

cc: Director Gaines

March 18, 1966

Mrs. Eugene Freedheim
2925 Eaton Road
Cleveland, Ohio 44122

Dear Mina:

I am enclosing a copy of the letter I sent to the Mayor and his reply. It is pro forma. If I can be of any further service to you in this matter please let me know.

Sincerely

DANIEL JEREMY SILVER
DJS:magn

Encls.

August 10, 1966

Mr. Sidney E. Vincent
Executive Director
The Jewish Community Federation of Cleveland
1750 Euclid Avenue
Cleveland, Ohio 44115

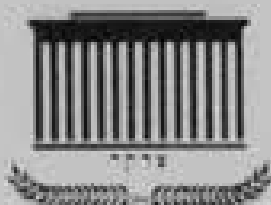
Dear Sid:

Can I have a copy of a full report by the Cleveland Sub-committee of the Ohio State Advisory Committee to the U. S. Commission on Civil Rights.

Thank you.

Sincerely,

DANIEL JEREMY SILVER
DJS:mgm



The Jewish Community Federation of Cleveland

1750 EUCLID AVENUE • CLEVELAND, OHIO 44113 • PHONE (216) 861-4340

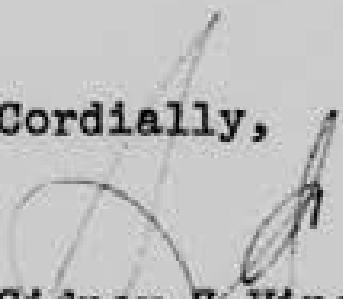
Rabbi Daniel J. Silver
The Temple
University Circle
Cleveland, Ohio 44106

Dear Rabbi:

I am glad to send you the enclosed full report
of the Cleveland Subcommittee of the Ohio State
Advisory Committee to the U.S. Commission on
Civil Rights.

I hope to see you soon.

Cordially,


Sidney E. Vincent
Executive Director

August 15, 1966

From the desk of—

RABBI DANIEL JEREMY SILVER

Caution | Rest of health & self -
- 601 of health & self -

| to Joseph P.

MARCIN -

Loose -

Permanence of health
means its support!

Armed Order - admission!

| Chv
| Md Wash P.C.
W. Va

**COUNTY
ACTION
COMMITTEE**

A CITIZENS ORGANIZATION **C**

DEDICATED TO CUYAHOGA COUNTY IMPROVEMENT

A AND PROGRESS **C**

FOR RENEWAL OF THE COUNTY HEALTH AND WELFARE LEVY

220 ST. CLAIR AVENUE, N.W. • CLEVELAND OHIO 44113 • 241-7550 AND 241-7551

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WILLIAM D. GINN

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Most Rev. Clarence G. Isenmann
Rabbi Daniel J. Silver

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April 8, 1968

TREASURER
PETER R. MUSSELMAN
EXECUTIVE SECRETARY
RICHARD P. OVERMYER

TO: Members of the County Action Committee

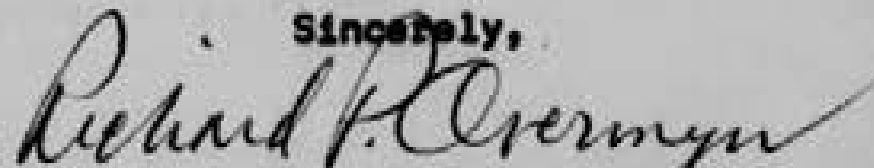
On behalf of Bill Ginn, our chairman, and the other officers, I want to thank you for accepting membership on the County Action Committee. This letter is to invite you to the only meeting of the full committee, Tuesday, April 16, at 12 noon at the Halle Bros. Co., 7th floor meeting room "B".

At this meeting we will have brief presentations on the status of our campaign by Mr. Ginn; Eugene F. Burns, county welfare director, and Peter H. Kinsey, senior vice president of Marachalk Co., which is providing us with a tremendous amount of advertising and public relations counsel as a public service.

We will have samples of our printed materials, posters, possibly radio spots and other promotional pieces which are being produced in great quantities for obtaining the widest possible impact in this campaign. So far we have received unanimous and enthusiastic promises of all-out support from the daily newspapers, many influential organizations, the major broadcasting stations and numerous other sources. On April 18 we are giving a luncheon for radio and television station executives at which we expect to obtain additional assurances of help. We have designed and are distributing huge quantities of material by direct mail to political parties, social agencies, organizations of all kinds in the community, and employees of the County.

In spite of all this activity and the pledges of help, we know this will be an uphill fight all the way. Therefore, we hope you will join us on April 16 to give us your further counsel and encouragement as we battle down to the wire on May 7 on this crucial humanitarian issue. Please return the enclosed card.

Sincerely,



Richard P. Overmyer,
Executive Secretary

RD:mb
Enc.

☒ **VOTE FOR ISSUE NO. 6 THE COUNTY HEALTH AND WELFARE LEVY**

ELECTION TUESDAY, MAY 7, 1968