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Welfare Federation, Group Services Study Committee,
correspondence, memoranda, minutes, and reports, 1968-1970.

McKinsey & Company, Inc.

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100 Erieview Plaza
Cleveland, Ohio 44114
216 696-1313

November 15, 1968

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

Dear Rabbi Silver:

I have just agreed to undertake the chairmanship of an ad hoc study committee of the Welfare Federation's Community Services Division. I am asking that you join me as a committee member. This committee will seek to establish policy guidelines as to the appropriate functions of voluntary group service and neighborhood-based agencies - e. g., the Ys, Scouts, and Settlement Houses - in relation to present-day and projected community needs and resources.

One of the functions of the Community Services Division is to contribute to the quality and effectiveness of group service agencies and their delivery systems. In the past there has been concern about both duplication of some functions and the appropriateness of others being performed by these voluntary supported agencies. This concern has been intensified in recent months as the Welfare Federation has taken a further look at the most urgent community needs and the extent to which it thinks group service agencies address themselves to meet these needs.

The establishment of clear policy guidelines in this area of service that can be utilized by the financing and planning arms of the Federation requires (a) a clear understanding of the facts - i. e., a compilation and analysis of existing programs and resources in both the public and voluntary sectors - and (b) the development of conclusions about desirable modifications in agency programs in the light of changing needs.

Rabbi Daniel Silver

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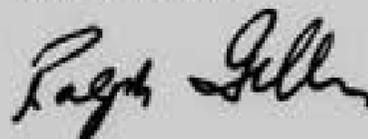
November 15, 1968

The study committee's activities will be supported by Mrs. Carol B. Bailey, Group Services & Neighborhood Consultant, who has been assigned by the Welfare Federation for this purpose. She and her three planning interns will carry the primary responsibility for the compilation of data and will also participate in other committee functions.

Our projected target date for completion of the project is October 1969. We expect that the committee or smaller subdivisions of it will meet no more frequently than once a month.

The enclosed material and prospectus will provide a more detailed description of the issues and our goals and proposed approach. I hope that you will be able to lend your experience and interest to this assignment and look forward to hearing from you soon. You may reach me directly at 696-1313 or Mrs. Bailey at the Welfare Federation, 781-2944, ext. 237.

Sincerely,



Ralph L. Gillen

Enclosures

November 25, 1968

Mr. Ralph L. Gillen
McKinsey & Company, Inc.
100 Erieview Plaza
Cleveland, Ohio 44114

Dear Mr. Gillen:

I shall be pleased to participate in the ad hoc study committee. I trust that one of our primary concerns will be the nature of the public who are being served. Having worked on the Stein Commission Report, I have some very definite convictions about the function of the voluntary sector agencies. With all good wishes, I remain

Sincerely,

DANIEL JEREMY SILVER

DJS:rvf

To: Members of the
Group Services Study Committee

Memo from
Ralph L. Gillen

November 25, 1968

Attached is an agenda for our first meeting
and a schedule for the study group.

I am delighted that you will be able to
participate and look forward to seeing you on
the ninth.

Ralph L. Gillen

Enclosures

AGENDA

GROUP SERVICES STUDY COMMITTEE

December 9, 1968

The first meeting of the Group Services Study Committee is scheduled for 3:30 p.m. on Monday, December 9, at the offices of McKinsey & Company, 100 Erieview Plaza, 34th floor.

We will be considering the following agenda:

1. Scope

- a. Should the committee activities also include group services to
 - Aged?
 - Mentally retarded?
- b. Should the new United Area Citizens' Agency be included?

2. Extent and timing for Agency and consumer participation

- a. Initial description to them of committee's function
- b. Inputs from Agency executives on issues
- c. Methods for inviting consumer inputs
 - Should we set up key individuals who will maintain communication with specific agencies?

3. Proposed schedule (see attached preliminary schedule)

4. Review of drafts that describe

- a. Issues for committee resolution
- b. Inventory form to be used for data collection from individual agencies.

PRELIMINARY WORK SCHEDULE

GROUP SERVICES STUDY COMMITTEE

	<u>Timing</u>	<u>Steps</u>
PHASE I	December January February	Organization and data gathering <ul style="list-style-type: none">- Preparation and delivery of inventory to organizations- Preparatory meetings with agency executives
PHASE II	March April May	Analysis of inventory data Meetings with agencies on findings Meetings with consumer groups on findings and <u>their</u> view of issues and appropriate functions
PHASE III	June	Preparation of preliminary report and recommendations
PHASE IV	July August	Review of preliminary report with agencies, consumer groups, Welfare Federation committees
PHASE V	September	Finalize report

November 1968

GROUP SERVICES AGENCIES
Financially Related to The Welfare Federation

1. Boys' Club
 2. Boy Scouts
 3. Camp Fire Girls
 4. Girl Scouts
 5. Jewish Community Center
 6. Y.M.C.A.
 7. Y.W.C.A.
 8. Greater Cleveland Neighborhood Centers Association
-
1. Alta Social Settlement
 2. East End Neighborhood House
 3. Friendly Inn
 4. Merrick House
 5. West Side Community House
 6. University Settlement
 7. League Park Center
 8. Goodrich-Bell Center
 9. Goodrich-Gannett and Sterling Centers
 10. Glenville Neighborhood Center
 11. Community Services Center of Mt. Pleasant
 12. Hiram House
-
9. Phillis Wheatley Association
 10. Garden Valley Neighborhood House
 11. Inner City Protestant Parish
 12. Karamu House
 13. Music School Settlement
 14. Salvation Army

TENTATIVE MEMBERSHIP LIST

AD HOC COMMITTEE TO DEFINE FUNCTIONS OF GROUP SERVICE AGENCIES

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PROSPECTUS

AD HOC COMMITTEE TO DEFINE THE FUNCTIONS OF GROUP SERVICE AND NEIGHBORHOOD-BASED AGENCIES

Community Services Division, Welfare Federation

CHARGE TO COMMITTEE - GOAL

To establish policy guidelines as to the appropriate functions of voluntary group service and neighborhood-based agencies in relation to present and projected community needs and resources in the City of Cleveland.

OBJECTIVES OF THE STUDY

1. To complete a resources inventory of functions being performed by group service and neighborhood organizations: (a) public and (b) voluntary.
2. To establish a clear definition of the functions involved and their objectives: (a) recreation, (b) group therapy, (c) group work with problem-focused groups, (d) camping, (e) membership group services, (f) neighborhood organization and development services.
3. To identify present-day and projected community needs and determine how, if at all, these can be facilitated through existing or needed service functions appropriate to group service and neighborhood-based voluntary agencies.
4. To determine whether or not, and if so how, a "division of labor" is possible between the public and voluntary sectors and within each sector.
5. To identify immediate, short-range and longer range plans for implementing any policy guidelines that emerge.

METHOD OF ANALYSIS

1. Inventory sheet to be sent to all organizations who do or may perform some group service function. This will aim at assembling information including (a) function performed and its objective as agency sees it, (b) staff requirement, (c) funds expended, and (d) methods used for evaluating impact and results.
2. Compilation and analysis of inventory material.
3. Possible establishment of task forces or subcommittees in major areas of concern organized according to function (e. g. , recreation) or type of agency (e. g. , settlements).
4. Meetings with agency personnel: an "attitudinal" or opinion survey.
5. Evaluation of existing programs, policies, organizations - compared with needs.
6. Evaluation of projected programs, policies, organizations - compared with needs.
7. Develop policy guidelines.

November 15, 1968

RESOURCE MATERIAL

- I. The Community School Concept "Bringing the School to the People", United Community Services Bulletin, Boston, Mass.

- II. The Modern Concept of Recreation
Excerpt from Little Hoover Commission Report, City of Cleveland

"The Need to Strengthen Voluntary Recreation Agencies", Parks and Recreation Magazine

- III. Existing Cleveland Services The Joint Recreation Council and Schedule of Activities at Community Centers

- IV. The Purpose and Goals of Neighborhood Centers "Goals for Neighborhood Centers", G.C.N.C.A.
"Purpose of Settlements", National Federation of Settlements

- V. Community Needs and Service Targets "Group and Neighborhood Services", Community Needs and Service Targets Report, Community Services Division

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UNITED COMMUNITY SERVICES, BOSTON, MASSACHUSETTS,

BULLETIN - "BRINGING THE SCHOOL TO THE PEOPLE" JUNE -
JULY 1968, PAGE 6

The Community School is an educational facility that is open to men, women and children -- of all ages -- from early morning to late in the evening. It unifies a wide range of social services, and in so doing, provides recreational activities for adults and children alike, regardless of ability, and a forum for citizens of the community to determine what the school will offer.

According to the National Community School Education Association, the Community School Concept "is based on the premise that the schools belong to the people, and that local resources can be harnessed to attack community problems. With the public schools used as community centers, the total needs of communities can be served."

For these reasons -- and others, United Community Services of Metropolitan Boston is vigorously advancing the Community School concept in Massachusetts. As UCS sees it, the Community School provides:

- A necessary vehicle for the bringing together out of isolation all community resources;
- A coordinated, aggressive, outreaching attack on the problems and growth needs of all citizens, regardless of their academic achievement or state of well-being, and
- More direct communication among the citizenry, industry, the professions and public and private social and civic services.

Further, as the Kerner report suggests, the sickness of our society is not confined to our core cities. It has infected our bedroom communities of the suburbs. The anarchy that threatens our college campuses has come largely from those same communities where it is no longer possible to conduct the traditional Friday night dance because of the failure of normal social controls within the teenage community.

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EXCERPT FROM CITY OF CLEVELAND, LITTLE HOOVER COMMISSION
REPORT, PROJECT #15, THE BAYER-VARA-REPORT ON RECREATION
AND PARKS, JANUARY, 6, 1967, PAGE 7

SOCIOLOGICAL CONCEPT

"Recreation" as a term has many definitions depending on which agency, legal, medical or social group may be defining the word. As defined by G. D. Butler, "Recreation is any form of experience or activity in which an individual engages from choice because of the personal enjoyment and satisfaction which it brings directly to him." 1

The development of recreational facilities and functions in the United States dates back to the late 1800's when Social Welfare Agencies recognized a need for the under-privileged children in creating settlement houses. This need came about due to the urbanization of cities, the lack of play areas and juvenile problems.

The General Youth Movement followed in 1910 with the Boy Scouts, Girl Scouts and Y.M.C.A. and Y.W.C.A. fulfilling their functions.

World War I brought the Federal, State and Local governments into the recreational field. Up to this time welfare or social agencies supplied the financial and guidance assistance required to operate the facilities.

The Great Depression strengthened government participation in recreation for there was a great need to provide jobs and to consume the unused time of people. Individuals were put to work building parks, baseball and football fields, playgrounds and recreation centers. In addition, people were employed in staging operas, musicals, stage shows, etc. World War I coupled with the Great Depression moved welfare and social agencies out of being the prime financial and guiding agencies, with the Federal, State and Local governments assuming this position.

During World War II, recreation shifted from the social concept to General Welfare, including services to the aged, retarded and handicapped. Today recreation is a public service compared to a City Fire Department, Police Department, etc.

With the shorter work week, longer vacations, longer life expectancy, retirement at an earlier age, more money and complete urbanization or megalopolis, the term "Recreation" being all inclusive from Tots to Golden Agers, has a greater meaning than having fun. Today it is paramount to physical health and mental well being.

1. Administration of Public Recreation - L. S. Rodney, Page 3.

THE NEED
TO STRENGTHEN VOLUNTARY
RECREATION AGENCIES

GOVERNMENT RECREATION PROGRAMS have grown immensely in the last three decades. They continue to expand more rapidly than those of the voluntary agencies with the result that many functions once performed largely by voluntary agencies have now been assumed at least in part by government.

Because of these sweeping changes, voluntary agencies and government should develop a more effective alliance than now exists. It is important for voluntary agencies and government to recognize more clearly that they are allies, not competitors, in providing recreation services needed by the American people.

The division of functions between the two depends primarily on social, economic, and political philosophy and the particular circumstances existing at any one point in time. As a result, there is a considerable variation across the country in the pattern of relationships, between government and voluntary agency services. Separate functions for each cannot be defined, as many people believe they can, on the basis of general, universally acceptable principles. What is important is that these agencies not oppose each other's developments but rather augment and strengthen the total of all available resources and services. It is essential that they cooperate closely to avoid wasteful duplication, since both often apply similar services to the same problems.

The National Recreation and Park Association's Board of Trustees, cognizant of the need for further cooperation and the need to balance the scales between voluntary and government recreation agencies, requested (see opposite page) that a national forum be convened on September 17, 1968 at the Education Building, Loeb Student Center, New York University, to find ways and means of furthering and strengthening cooperation and coordination among and between the public and voluntary recreation agencies.

Federal agencies, foundations, and voluntary recreation agency representatives will be brought together to stimulate this action.

The United Community Chests, Funds and Councils have done an excellent and commendable job in supporting the voluntary recreation agencies. However, with the increased amount of

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EDITORIAL

leisure time and the need for more and more recreation services and facilities, we cannot help but question whether the United Fund should be expected to support the increased needs of the voluntary recreation agencies. The question then is raised as to the appropriateness of government partially supporting their efforts. The National Forum should delve deeply into this question, for the voluntary recreation agencies must not only survive, but also must be strengthened so that they can continue their efforts in meeting the expanded leisure time needs of the American people.

THE JOINT RECREATION COUNCIL
(Information from Metro Study)

Early in 1952 the City of Cleveland and the Board of Education agreed to establish a Recreation Council to take the place of the defunct Joint Board (which met its demise in 1952 pursuant to a 3-year controversy between the Joint Recreation Board and the Board of Education around management of the Board of Education's indoor facilities.)

Membership of the present Recreation Council includes the Mayor
Director of Public Properties
Director of Law
Director of Finance
Two City Councilmen
President of Board of Education
Superintendent of Schools
Business Manager, Board of Education
Clerk-Treasurer, Board of Education
Two Board Members
President, Welfare Federation -- Chairman

The Recreation Council has the mandate to advise, assist and make recommendations to, but not to direct or control.

The agreement provided for a Coordinator, but one was never appointed. Instead, the Commissioner of Recreation for the City and the Directing Supervisor of Physical Welfare for the Board of Education act as coordinators rather than assistant coordinators as envisioned in the agreement.

(Excerpt from The Center a Newsletter of Neighborhood Centers Association.)

Goals for the NEIGHBORHOOD CENTERS, their role and responsibilities, were formally adopted by the Board of Trustees at their May, 1966 meeting. The definition accepted by the Board as reviewed by the member agencies is the following:

Neighborhood Centers are concerned with:

- Helping individuals and families to achieve their full potential.
- Developing a sense of neighborhood and common concern for improving living conditions so families can enjoy a healthy, constructive life.
- Strengthening family life and helping each person to use the existing resources.
- Taking appropriate action at local, state and national levels designed to bring new resources and meet needs.

Therefore, neighborhood centers provide services to individuals, families, the neighborhood, and to the community as a whole to assist in the following areas:

I. Neighborhood Problems

- a. Assure decent and adequate housing for all families
- b. Press for sanitation standards with landlords and public sanitation services.
- c. Work towards better street lighting
- d. Expand public recreation services and open spaces for play areas, parks, etc.
- e. Assure adequate public safety services, including police, fire prevention, housing code enforcement, liquor control, etc.

II. Social Problems

- a. Enhance family life and reduce the incidence of broken homes, marital discord and illegitimacy
- b. Provide opportunities for senior citizens to live out their years in dignity
- c. Reduce juvenile delinquency and crime
- d. Encourage and facilitate improved human relations and reduce racial tension and conflict
- e. Help break the poverty cycle: provide skills, training and job development to reduce unemployment and under-employment.
- f. Assure adequate public assistance standards
- g. Improve health services, including physical and mental health
- h. Assure maximum opportunities for high-quality formal and informal education for all ages.

III. Neighborhood Organization

- a. Develop effective citizen participation organizations
- b. Develop leadership skills among residents for self-help and community action programs.

(OVER)

IV. Community Planning

- a. Achieve maximum coordination of all public and voluntary services through inter-agency communication and cooperation.**
- b. Develop or encourage others to establish institutions needed to support and strengthen effective community life.**
- c. Advocate effective urban renewal and rehabilitation with high degree of citizen participation.**
- d. Seek replanning and redevelopment of physical layout and facilities of neighborhoods wherever needed to create a decent, safe, healthful and attractive environment.**

C O P Y

Periodic Review Committee I
Group Service Planning and
Review Committee
Group Work Council

Friday, May 10, 1963
12:00 Noon, Room 312
1001 Huron Road

P U R P O S E O F S E T T L E M E N T S

"A settlement or neighborhood center exists to assist its neighbors to help develop neighborhood conditions favorable to good individual and family life."

"Five distinguishing characteristics further identify this neighborhood-focused service:

1. It serves as a catalytic agent in the neighborhood, utilizing and developing the dynamic interplay of everyone for the improvement of neighborhood life. It is a multi-service agency, and the neighborhood is its 'client.'
2. It constantly observes the impact of modern life on its neighbors and neighborhood, thus serving as a community's 'radar station' to give early warning on social problems. It usually serves recognized geographical areas in the community. However, since the problems with which it copes affect the whole community, the neighborhood may be the place where a settlement program begins but not where it ends.
3. It has no set program; rather, it strives to see that important needs are met, although it does not attempt to meet all needs.
4. It uses many approaches to neighborhood problems--social work, research, demonstration projects, experiments, social education and action.
5. It relinquishes programs or services when these are provided by other organizations, even when it may have originated or developed these activities. It discontinues outmoded services.

"Since the function and approach of each settlement or neighborhood center is basically the same, the program is developed on the basis of the needs of the area served, certain elements are common to the approach of all settlements. While there is no uniform pattern, each tries to set up the program that achieves the best possible physical and social conditions for family and neighborhood life. Therefore, a settlement or neighborhood center:

1. Is open to all people who live in its neighborhood, regardless of race, color or creed. It works with individuals and families and is concerned with all age groups.
2. Provides opportunity for a variety of individual, group and intergroup experiences as a means of developing leadership, strengthening family life, improving living conditions, helping individuals and groups to relate to one another, and integrating a local neighborhood with its larger community. It creates special programs to meet neighborhood needs, and cooperates with other welfare and civic organizations in working to establish programs to prevent or alleviate social problems."

FROM: "Review and Revision," A Report of the Self-Study Committee of the National Federation of Settlements, 1960.

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GROUP AND NEIGHBORHOOD SERVICES

INTRODUCTION

This material is to serve as a "beginner" guide to allocation decisions and to future development of group and neighborhood service functions in voluntary supported agencies. It addresses itself to the needs of the City of Cleveland, unless otherwise so stated.

No attempt has been made to evaluate the effectiveness of service functions now in operation or to make an inventory of present facilities -- although both of these activities would provide very helpful information to the allocation decision-making process.

While there was no expectation by the FPA Division for an in-depth study or "long-range plan," it must be recognized that such is in fact quite sorely needed and long overdue in the group and neighborhood services field of work. In 1968 alone over three million dollars of United Appeal Funds went to support this field of work. Overall community objectives must be developed in order to guide the development of this area of work, to avoid "drift", and to maximize the impact of this field of service on community needs.

The group and neighborhood services field must conscientiously work towards the delineation of a more definite "division of labor" in order to avoid duplication of service and more effective utilization of existing financial resources. This refers to not only the division of labor between the public and voluntary sector, but as well within the voluntary sector. What patterns of relationships must group and neighborhood ser-

vice agencies develop in order to most likely assure comprehensiveness of service to the public?

An attempt has been made in this material to more sharply define specific group and neighborhood services based on differences in objectives and methods of operation. The following categories of service functions have been defined and community needs related to these:

1. Recreation Services
2. Membership Group Services
3. Special Problem Focused Services
4. Service to Alienated Teen Age Youth
5. Neighborhood Organization and Development Services
6. Leisure Time Service for Military Personnel
7. Camping.

As we assess local group and neighborhood service functions it is important to look at national trends:

In Recreation --

Providing public recreation facilities and programs is an accepted function of local government today as reflected in the tremendous growth in public expenditures for this purpose. Public recreation will continue to grow in importance in the immediate years ahead as more people have greater leisure time, and as the youth and aged population continues to expand.

In Schools --

We can expect a significant increase locally in the implementation of the community-school concept. On the national

scene, a number of cities are far more advanced in the implementation of this concept than Cleveland.

In Neighborhood Centers --

The national trend in voluntary group service agencies, and in particular neighborhood centers, is toward the utilization of all three social work methods (casework, group work, community organization); the utilization of more indigenous leadership; the neighborhood as the basis of planning and services delivery; and movement outside the building.

Neighborhood Centers are being characterized by an approach and not by a set of services; by a philosophy of program whose major features are:

- flexibility of service
- intensive work on specific people rather than
extensive work on program offerings
- decentralization.

Program trends are related to crises in urban living - e.g., city planning and redevelopment, housing, family relocation, concentration of the poor, etc.

In Youth Services --

All public and voluntary agencies who serve the needs of youth should engage young people actively and meaningfully in the planning and operation of programs for which youth are intended beneficiaries. Youth should:

- . Help operate community centers
- . Plan neighborhood improvement efforts
- . Develop programs
- . Run youth centers of their own.

In viewing developmental recommendations a major factor which will need to be continuously assessed is one of "readiness" -- the readiness of the public sector to assume expanded responsibility and the readiness of the voluntary sector to make substantial adjustments.

RECREATION SERVICE

Service Description

Recreation contributes to the general well-being of people and is for all the people from tots to senior citizens. The objectives of recreational services are: 1) to give pleasure, 2) to help with physical and social development, and 3) to occupy leisure time in socially acceptable and enjoyable ways.

Recreation is not only sports and other activities designed primarily for pleasure or physical development, but also other activities people engage in when they are not at work or in school, which are designed to develop qualities of character, citizenship, leadership, and broader interests among the participants.

Recreational objectives are achieved through the methods of:

- 1) Physical Education and Athletics which provide for development and maintenance of physical skills and stamina, good physical condition, sound social attitudes and group relationships, good citizenship and sportsmanship.

- 2) Social Recreation and Cultural Arts which provide for sound personality development, learning of social skills and self-expression, development of cultural and artistic abilities, and eliciting leadership potentialities. Activities include supervised group programs and experiences; informal educational classes and group instruction in special interests, arts, crafts, music, drama, etc.; gameroom and leisure-time activities; and cultivation of hobbies.

The provision for mass recreational services and facilities is primarily the responsibility of local government.

Public recreation in Cleveland has staged tremendous expansion in the past several decades, both in the spread of activities and in the numbers served. In many cases the Division of Recreation shares both facilities and supervision with the Board of Education under the Joint Recreation Council. As of 1957, the Division of Recreation included under its jurisdiction:

14	Recreation Centers	30	Outdoor Swimming Pools
3	Boys' Town	11	Indoor Swimming Pools
1	Girls' Town	107	Playgrounds (City)
1	Arts and Crafts Center	111	Playgrounds (Board of Education)
4	Outposts	3	Skating Rinks (Ice and Roller)
		8	Sports Parks

No Cleveland youngster has to walk more than a half-mile to the playground nearest his home.

Public Recreation Centers have extended their services in many geographic areas by cooperating with Settlement Houses, offering the leadership and supplies for the activities and programs conducted in the Settlement House facility.

The general operating budget of the Division of Recreation for 1967 was over three million dollars with a trend line projection of \$4,350,000 in 1974. In the ten year period of 1956-66, the number of recreation center facilities increased from 7 to 12; the number of participants from 1,791,856 to 3,200,000 (est.); the per capita expenditure from \$1.48 to \$3.26 (national standard is \$3.00 minimum). The number of participants on the playgrounds increased from 1,850,000 to 3,950,00 (est.). The Cleveland Board of Education contributes funds to operate and administer 111 playgrounds in the Spring and Summer. These funds are double the City's share. (Little Hoover Commission Report).

In addition to a Community Centers recreation program located in 45 elementary and secondary schools operated by the City-School Joint Recreation Council, the Cleveland Public Schools provide an extensive Adult Education Program. In addition to basic education, special interest courses include a wide range of activities such as sewing, millinery, art, music appreciation, real estate, electronics, body repair, etc. Other special classes are organized on request. The fees range from \$7.00 - \$10.00 for Cleveland residents, and entail fifteen weeks of two hour or three hour sessions.

During the late Spring and Summer of 1966, the Cleveland Public Schools operated a very extensive Extended School Services Project with financial support from the Elementary and Secondary Education Act Funds.

Because of the special interest which the Federal Government has demonstrated in most recent years, an increased appreciation and study of the Arts has been made possible. In addition to the regular cultural arts programs offered by each of the Division's Centers and the special Arts

needs of the City of Cleveland will be met.

and Crafts Center, and the school-based Community Centers, the community has had the benefit of the Cleveland Summer Arts Festival for two years under the leadership of the Cleveland Music School Settlement. Karamu Settlement is, of course, known internationally for its work in the Arts. And the Summer of 1968 saw the Cleveland Public Schools move into a Metropolitan Summer Seminar in the Arts program serving some 700 secondary age level youth from the City and suburbs.

Service in Relation to Community Need

There is a tendency for the public to associate prevalence of juvenile delinquency with need for recreational opportunities, but experience indicates that traditional leisure-time agencies have little success in reaching the delinquent child. (See Services to Alienated Teenage Youth).

The Little Hoover Commission Report states that Cleveland has the finest supervised summer play program in the country. In contrast with the City of Cleveland, the suburbs have little, if any, similar tax-supported facilities, aside from playgrounds and swimming pools. Suburbanites participate in City Recreation programs and utilize its facilities.

In spite of the fact that the City of Cleveland is now above the national per capita standard in public expenditures for recreation, there is a very serious lack of sufficient recreational opportunities in some areas of the city where the youth population has grown at a tremendous rate of acceleration such as in the Glenville and Lee-Harvard-Seville areas. Yet, according to the City's Capital Improvement program -- "recreational needs of the City of Cleveland will be met."

Developmental Recommendations

1. As a general rule, all recreational services should be provided by the City of Cleveland through the Division of Recreation, the Cleveland Public Schools, and the City-School Joint Recreation Council.
 - a) In 1961, the Community Needs Committee of the now defunct Group Work Council, recommended no further development of such programs by voluntary agencies.
 - b) A principle: That any service which local government has accepted as its responsibility because it is a universally necessity, demanded, and available adjunct to community should be provided in sufficient quantity to release voluntary agencies to perform those functions which are not governmental responsibilities. Recreation (for the purpose of providing satisfying and socially acceptable use of leisure time) is one such service, and therefore, voluntarily supported agencies should not provide recreation but should concentrate on services which require specialized work with people or neighborhoods. (Health and Welfare Association, Pittsburgh, Pennsylvania, Report on Recreational and Neighborhood Development Services).
 - c) According to Standards for Neighborhood Centers, if public services become more responsive and more accessible to neighbors, it will free voluntary neighborhood centers to concentrate on experimental and

demonstration programs, and on neighborhood organization.

2. Any recreational services provided by voluntary agencies should be self-supporting through non-United Appeal income.
3. Voluntary group work agencies should extend their services to families and individuals who either cannot accept organized recreational programs or are not accepted in such programs due to psycho-social dysfunctioning. The Cleveland Committee to the 1960 White House Conference on Children and Youth stated that continued emphasis should be placed on the problem-centered approach to recreation for children and youth who are not reached through normal channels. (See Special Problem Focused Services, and Services To Alienated Teenage Youth.)
4. The Director of the Welfare Federation has identified a need for the development of goals and criteria for planning coverage of recreational and cultural services for young people.
5. The Joint Recreation Council should be asked to review the present administration and program arrangements as provided by the Board of Education and City Division of Recreation in relation to today's changing community needs and resources in order to determine whether any changes are desirable.
 - a) The Metropolitan Services Commission ("Metro") recommended a fuller cooperation in the use of indoor facilities.

b) One of the principles Metro advanced in the administration of public recreation is that as a general rule, there should be only one agency in each administrative area, i.e., municipality, school district, etc., responsible for the financing, programming, and directing of recreation for that area.

6. The Metropolitan Services Commission recommended an Advisory Office of Recreation for the metropolitan area to serve as a central point for advice and assistance to local communities, and as a general clearing house for planning and program information.

MEMBERSHIP GROUP SERVICES

Service Description

The objective of membership group services is to inculcate certain religious and/or cultural values into the membership participants deemed by the sponsoring organization to be in the best interests of specified groups in the population. The method of achieving this is through a predetermined approach to programming and basis for organization whose essential feature is a philosophical foundation in a sectarian, denominational, nationally or internationally oriented movement. (Health and Welfare Association, Pittsburgh, Pennsylvania, Report on Recreational and Neighborhood Development Services).

Providing this type service to the greater Cleveland area are a number of highly developed, long established voluntary agencies:-

- Young Men's Christian Association
- Young Women's Christian Association
- Boy Scouts
- Girl Scouts
- Campfire Girls

The majority of membership in this group activity are residents of suburban communities, although agencies have within the last five years aggressively and creatively reached out to expand service to the inner-city ghetto and low-income residents.

Service in Relation to Community Need

The benefits of providing this type of service to the community have not been given to qualitative measures; however, there can be no doubt that such services contribute significantly to the normal growth and development process of boys and girls into responsible young men and women. Such services to youth are often viewed as juvenile delinquency prevention-type and citizenship development-type activities.

Annually, agencies providing membership group services express their increased needs in order to expand service. Future expansion or contraction of this service -- to the degree influenced by the support of United Appeal Funds -- will continue to be based largely on value judgments until such time as more qualitative measures are advanced.

The overall statistics on membership and proportion of youth population serviced would seem to reflect a relatively high level of development -- except in inner-city areas.

All youth serving agencies have a very difficult time attracting the teenage youth. Both the YMCA and YWCA have within the last few years made a commitment to priority of service to this age group.

Developmental Recommendations

1. All membership group services should be provided by voluntary agencies to special groups interested in particular sectarian or national-movement types of programming. Extension should be determined by each organization according to the demand and respective abilities to finance services.
2. The FPAD Division's Periodic Review Panel which has completed a review of all the national youth serving agencies, exclusive of the Boy Scouts, urged the agencies to increase their service to the inner-city.

SPECIAL PROBLEM FOCUSED SERVICES

Service Description

The objective of any special problem focused service is to alleviate, control, prevent, or treat the problem situation.

An inventory of special problem focused services is not available at this time. However, the three most acute problems of the Urban Crisis are: jobs, education, and housing. Very little of the resources available to group and neighborhood service agencies presently goes into work on these problems.

The Community Needs Committee believed that all group service agencies have as a responsibility the identification of problem groups, and should make provision for work with such groups of disturbed individuals commensurate with the agency's resources.

Service in Relation to Community Need

Special problem areas on which work is needed include: -

1. School dropouts, (approximately 400/year in Cleveland Public Schools).
2. Migrant newcomers (Southern Appalachians and Spanish speaking persons).
3. Anti-Social Teen Age Youth.
4. Emotionally disturbed individuals (non-institutionalized).
5. Unwed parents.
6. Youth employment opportunities.

Developmental Recommendations

1. Neighborhood Centers should increase their outreach function to the neighborhood -- not waiting for people with problems to apply, but actively seeking out those needing help.
2. Neighborhood Centers should seriously assess how much of their financial and personnel resources can continue to go into work with normal developmental groups in such activities as social clubs, interest and hobby groups, games and dances, and the like. Such resources should be redeployed to provide special problem-focused services.

3. Neighborhood Centers must give first priority to services dealing with community issues and problem solving activities; to involvement with the major urban problems related to their neighborhood families -- employment, income maintenance, public education, housing, race relations, youth opportunities, and others. (See Neighborhood Organization and Development Service).
4. The Community Needs Report of 1962 noted that much greater attention and support should be provided to group service programs which have as their focus helping to expand opportunities for minority groups with respect to housing, education, employment, and better intergroup relations.

SERVICE TO ALIENATED TEENAGE YOUTH

Service Description

The objective of work with alienated teenage youth is to provide a social rehabilitation activity to redirect the energies of troubled and/or alienated teenage youth toward positive social goals. This includes provision of positive adult models; individual and group counseling which deals with major life concerns of these teenagers; job planning, placement, and follow-up; planned and selected use of social controls and setting limits on negative behavior patterns. It includes outreach work with youth on the streets by detached workers who serve as a significant connecting link between such youth and community resources; and work with the families of such youth.

The present level of development of this service is totally inadequate to meet the measure of need. As of March 1965 it was reported that no private agency in the City has assumed responsibility for this segment of the population.

Effective May 1, 1968 the United Youth Program transferred its youth outreach function, (and budget of \$25,797) from the Federation to three metropolitan-wide youth serving agencies, (YMCA, YWCA, GCNCA), where direct service appropriately is provided. The level of work at that time provided for 16 part-time workers (13 in settlements, 2 in YMCA and 1 in YWCA). The settlements estimate that it would be necessary to employ 100 part-time youth outreach workers; the YMCA proposes a goal of 10 to 12 full-time workers; the YWCA proposes 10 workers and 9 supervisors to meet the need.

Programming for such youth calls for great flexibility, ingenuity, and understanding by the agency. It must be a 12 month effort in contrast to the pattern of extensive youth opportunity programs developed during the summer months only.

Outreach and programming cannot be separated; adults working with anti-social youth must have meaningful opportunities to offer the youth once reached, else the outreach is very limited in its effectiveness.

Service in Relation to Community Need

"Alienated and defeated youth are casualties of indifference so costly for the future that even an affluent society can ill afford the luxury."

(Kenneth Keniston's "Social Change and Youth in America").

From the viewpoint of the increasing rate of delinquency in Cleveland, the anti-social behavior of many teenagers is a crucial problem deeply rooted in such factors as lack of parental interest and guidance; distrust of authority and dislike of regimentation; and poverty-related/ghetto-related lack of skills, personal habits, and motivation. While adolescents in all segments of our population experience strains in growing up, those at the socio-economic bottom are in an especially difficult and vulnerable position. Their alienation from the main-stream of community life and values has gone far; their problems are very real and very serious.

The Report of the Study Committee on Anti-Social Gang Group Formations has most recently (March 1968) documented the serious unmet needs of this group of young people. And for at least several years prior to that the United Youth Program Advisory Committee has similarly studied and documented the inadequacy of its service to this population group.

The alienated teenager is not adequately counselled in job planning and training; has few places to go for recreation except commercial poolrooms and street corners.

All present efforts at service to this group add up to: -- total inadequacy in numbers served and a lack of any comprehensive approach. Efforts are fragmented and miniscule.

Developmental Recommendations

1. The development of long range plans for meeting the needs of alienated youth is absolutely essential.

Cleveland needs an outreach program for those adolescents who are socially and legally delinquent, annoying and disturbing to the community, and for those adolescents whose personal problems are related to a wide range of socio-economic factors such as discrimination, low motivation, lack of job training and employment, and problems of relationship within the family and neighborhood. The specific objectives of an outreach program, according to the United Youth Program Evaluation Committee should include:

- control of delinquent behavior;
- rehabilitation or treatment of group members;
- provision of access to opportunities;
- value change;
- and prevention of delinquent activity.

The United Area Citizens Agency, established in the Spring of 1968, with the leadership of the Welfare Federation, is intended to facilitate the functioning of area civic organizations. Through it the community is

2. The Juvenile Delinquency Prevention Committee considers that it would be important to give priority in funding to those group service agencies which serve "high-risk" groups of youth.
3. Not all voluntary group service agencies should be expected to be able to reach and service this youth population.
4. Serious consideration must be given to the determination of one agency or integrated system of agencies who will take primary responsibility for service to alienated youth.

NEIGHBORHOOD ORGANIZATION AND DEVELOPMENT SERVICES

Service Description

One of the six general work goals of the Federation for 1968 is the development of strategies and programs aimed at improving the quality of life and livability of inner-city neighborhoods. Another is the maintenance of a strong citizen leadership base for community planning and action.

The specific objectives of neighborhood organization and development services are: 1) to develop effective citizen participation organizations and leadership skills among residents for self-help and community action programs in both neighborhood and city-wide problem-solving; 2) to mobilize health, welfare, and recreational agencies to maintain and establish needed services in the neighborhood.

The United Area Citizens Agency, established in the Spring of 1968, with the leadership of the Welfare Federation, is intended to facilitate the functioning of area civic organizations. Through it the community is

Funding for this central planning and development service has not yet been attained on any level to enable even a beginning implementation of goals.

The advent of the Anti-Poverty Program in Cleveland has had a measurable impact on neighborhood organization service. There are five Neighborhood Opportunity Centers, one in each of the five designated poverty target areas, sponsored by the Council for Economic Opportunities. Services operating out of these multi-service centers include Legal Service Neighborhood Youth Corps, Maternal and Infant Care, Community Information and Referral Service, etc. There are seven satellite offices which bring basic services within walking distance of residents.

Service in Relation to Community Need

It will be necessary to take careful stock of the impact of the newly established United Area Citizens Agency on the improvement in the quality of life and livability of inner-city neighborhoods.

The present state of our urban crisis is sufficient to reflect the great need for neighborhood organization and development services. Some of the problems which must yet be tackled are reflected in the following statements by the Executive Director of the Welfare Federation in August of 1968:

- 1) Better ways must be found to make services -- government and voluntary -- more accessible to people and to enable better coordination among services at the neighborhood level.

tripling its investment in this work. The overall goal of the new agency is to achieve a strengthened and enlarged citizen action system.

The organization of local residents for neighborhood improvement is seen by the National Federation of Settlements and by the local Neighborhood Centers Association as a continuing function of Neighborhood Centers. Examples of local neighborhood centers' efforts include aiding in the development of special problem focused groups, e.g., HOPE, Inc.; CRASH, Inc.; and Hough Citizens for Better Housing -- each concerned with inadequate housing conditions in its neighborhood. However, Cleveland Neighborhood Centers have tended to concentrate on direct delivery of group service more than on assistance to neighbors in problem-solving.

Two years ago the Welfare Federation authorized the establishment of a Districts Development Planning Committee whose overall goals were to be:

- 1) to engage in immediate service developments relating to community needs in districts seriously impacted by problems;
- 2) to develop long range social plans on a geographic area basis in districts of the City (social planning areas);
- 3) to bring together inner-city resident leadership and city-wide leadership into a meaningful working partnership for collaborative action in social planning and development for the inner-city.

- 2) Ways must be found for better liaison between area (Neighborhood and district) and city-wide groups and better interaction and response.

Developmental Recommendations

1. The Neighborhood Centers and the United Area Citizens Agency should develop complementary work patterns and an integrative information system since both are the major providers of this service.
2. Neighborhood Centers should shift their emphasis of service from building centered group activities to neighborhood organization and special services. Their primary role should be one of advocating social measures affecting community well-being -- defining the problems and planning solutions. (This role becomes even more essential in light of the Welfare Federation's inability to effect a districts level planning and development activity).
 - a) Serving as an integrative agent for community services; bringing the services and the individuals/families together.
 - b) Identifying the gaps between residents' needs and the community service system, e.g. - hospitals, schools, recreation, etc.

c) Direct service on a very selected basis, should support the neighborhood organization and development service. Such direct services should be flexible and change with neighborhood needs, (e.g., credit union, home repair clinic, detached workers for intensive outreach to youth, and youth with emotional problems).

3. Significantly greater attention must be devoted to resolving inter-group relations tensions in service with neighborhood organizations and in neighborhood development activities.

4. The Juvenile Delinquency Prevention Committee has endorsed the concept of central locations in geographic areas where youth may come for a variety of services. A Youth Service Center would bring together such services as counseling, probation, information-referral, employment, etc. for youth specifically, and close to their residence.

5. The concept of the "multi-service" neighborhood ^{center} is being promoted nationally and locally as a more effective delivery system of services to people. All agencies are being encouraged to cooperate and to decentralize service to the neighborhood level.

LEISURE TIME SERVICE FOR MILITARY PERSONNEL

Service Description

The United Service Organizations, Inc. of Cuyahoga County is the only community agency which provides wholesome recreation for servicemen and women

away from home, stationed in or near the Greater Cleveland community or visiting the community.

A drop-in lounge service is provided at the Cleveland Union Terminal, seven days a week, and since 1966 at the Armed Forces Induction Center (Federal Building).

Service in Relation to Community Need

The need for USO is determined by the United States' national foreign and military policies. Even if present hostilities end there will be a continued need for USO services as long as there are people in military service.

Developmental Recommendations

The USO has been guaranteed Lounge space at Cleveland Hopkins Airport when new expansion plans are completed. This will in fact complete a very adequate, high level development of this service to meet present need.

CAMPING

Service Description

The objective of camping is to provide a creative educational experience in co-operative group living in the out-of-doors utilizing the resources of natural surroundings to contribute significantly to mental, physical, social, and spiritual growth. Camping includes at least five basic elements - out-of-doors, recreation, group living, education, and social adjustment.

Camping may be provided to children or youth, adults, families, the handicapped or other special groups.

Activities, under the supervision of trained leadership, include camp-craft; swimming; nature lore; conservation; outdoor and indoor recreational, athletic, and group social programs.

Resident camping, as differentiated from overnite camping involves a stay of five or more consecutive nights. Day camping involves transporting campers each day to and from the camp site where activities take place, and is considered an alternative and supplement to resident camping.

There are a large number of group service and children's agencies who provide a resident or day camping experience in the summer as a part of year-round service. In addition, camping agencies are expanding their winterized facilities in order to provide full utilization of the camp site investment through year-round camping.

The utilization of camps by school systems for "school camping" is growing and will continue to expand. The camp setting is viewed as the laboratory for science curriculum.

Cleveland's present program of coordinating campership funds from several sources and involving a fairly large number of agencies and children seems to be in the forefront of major cities around the country. The campership program administered by the Welfare Federation has facilitated the change in attitude that camping is a luxury of the affluent to a recognition of its value to all people.

For the 1968 summer season \$143,940 was made available to the Welfare Federation for camperships to inner-city youth for both resident and day camping. This represents a 50% increase over the 1967 project, which

itself represented a major increment over the previous year.

<u>SOURCE OF CAMPERSHIP FUNDS</u>	<u>YEAR AND AMOUNT</u>			
	<u>1968</u>	<u>1967</u>	<u>1966</u>	<u>1965</u>
Associated Foundations, et al	\$ 45,000	\$ 40,780	\$ 25,500	\$ 10,000
O.E.O	48,940	-	-	-
Cleveland:Now	50,000	69,344	-	-
TOTALS	\$ 143,940	\$ 110,124	\$ 25,500	\$ 10,000

The increased numbers of inner-city youth from low-income families served during this period of time is reflected below:

	<u>NUMBER OF CAMPERS</u>			
	<u>1968</u> (Estimate)	<u>1967</u>	<u>1966</u>	<u>1965</u>
	4,000	2,630	1,250	700

Also, 1967 was the first time campership funds were used for day camping.

Service in Relation to Need

The Welfare Federation is making a significant contribution to the community through its Summer Campership Project. Many have called camping a luxury and given it low priority among summer programs for youth. A closer look at what the Summer Campership Project has accomplished reveals tremendous benefits for parents and children from all segments of the Cleveland community.

The interracial aspect of the campership project has provided its greatest benefits. The racial separation of our society has made camping traditionally suburban, middle-class and, consequently, white. Now the traditional suburban campers have an opportunity to get to know inner-city children as equals. This experience will go a long way toward reducing the stereotypes and prejudices built up in their suburban isolation. Negro children from the inner-city are likewise isolated from people who are racially or culturally different from themselves and have formed their stereotypes of suburban dwellers. The campership program provides at least two weeks out of the year when children from all parts of our community can eat, sleep, play and learn together. The lesson of equality is not lost on them and, hopefully, will reach their families as well.

Tremendous progress has been made in the last two years in the implementation of the 1963-64 Camp Study recommendation that "resident camping agencies should develop clear plans for increased extension of opportunities to young people from lower socio-economic and inner-city areas of the community, many of whom come from families unable to pay all or part of the camp fee." This progress has been made possible only through the provision of campership funds by the Office of Economic Opportunity, the Associated Foundation, and the Cleveland:Now program.

However, campership grants must be made to the camping agencies earlier in the year (by March 1st) than has occurred in the past two years in order to assure the camps that they will not be left with vacancies.

Camps have to fill their quotas as early as possible in order to ensure a financially solvent program. The lateness with which federal grants are made (late May and June) makes it impossible to plan and implement as effective a program as would otherwise be possible.

Problems in resident camp leadership recruitment, training, and holding are among the greatest limitations in providing good resident camping. It has been particularly difficult for agencies to recruit trained Negro camp personnel. A program proposal to train Negro and other inner-city youth for camp counselor positions for the 1969 camp season is being developed by the Federation and its member agencies in cooperation with the office of the Mayor's Council on Youth Opportunity.

Developmental Recommendations

The F.P.A. Division Review Panel which has just completed a review of Hiram House Camp will be making the following recommendations to the Welfare Federation:

1. Steps should be taken to assure a regular and comprehensive view of the total camping needs and resources of the Greater Cleveland Area.
2. Specific consideration should be given to the coordination of school camping programs as they expand so that there is maximum utilization of existing facilities before camps expand individually.
3. Implementation of the 1963-64 Camping Study which was completed under the Group Services Council.

4. Review of practices in relation to camp funding by the Welfare Federation and a policy recommendation. (Also a recommendation in the 1963-64 Camp Study).
5. A comparative cost study is desirable because of the wide range in camp fees between the various social agency camps.
6. Within the above framework, the Greater Cleveland Neighborhood Centers Association should be encouraged to coordinate all camping programs for its member agencies.

In addition to the Review Panel recommendations are the following: -

7. The 1967-68 Ad Hoc Camping Committee recommended that an ongoing responsibility for future financing of camperships be established, perhaps in the F.P.A. Division. (The 1963-64 Camp Study recommended action for the establishment of a permanent community camp-ship fund).
8. The first recommendation in a number of "Guidelines for Good Camp Programming" developed by the Ad Hoc Committee states that "each agency is expected to provide increased opportunities for camp experiences for children of all racial, cultural, and economic backgrounds."

9. **Camping is growing, not only in size but in range of services, including the great increase in day camping, the development of family camping, and winter use of camp facilities. The Welfare Federation's role in coordinating these developments and especially in administering campership funds demands the attention of a camping committee and a full-time staff person.**

COMMUNITY NEEDS AND SERVICE TARGETS
PART II

GROUP AND NEIGHBORHOOD SERVICES

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January 4, 1969

Mr. Denver White, Director
Ohio Department of Public Welfare
408 E. Town
Columbus, Ohio

Dear Mr. White:

During the past few months we have written to you several times supporting public assistance payments at full standards for Aid to Families with Dependent Children recipients whose payments now are the lowest among the public assistance categories. The Board of Trustees of the Welfare Federation believes that payments at full standards that are currently priced must be a number one priority for our state and county until the problem is solved.

At this time we urge your department to take the necessary actions required to adjust the present public assistance standards to current prices using as a base the same elements used in the standards developed in 1959. We would urge that you then make use of these standards in estimating budget requirements for the next biennium. We think the public should know the facts of what the cost would be so that the problem of adequate financing for public assistance can be brought to issue.

The last adjustment in state standards was in January 1966, and the cost of living has spiraled upward since that time with a substantial increase having occurred in the past six months. The rent maximums established in the present state standards are far below what many public assistance families actually have to pay for decent shelter in Cleveland. We believe that failure to provide adequate rent allowances not only affects an individual family's ability to obtain decent housing, but even more important, the necessity to pay rent in excess of the allowance results in roads on funds available for other needs.

The ability of heads of households of Aid to Families With Dependent Children recipients to adequately clothe and house their families has rapidly declined. As stated by County Welfare Director, Eugene Burns, in a public hearing before the Cuyahoga County Commissioners on November 25, "We have figures to show that a family of four (4) on the Aid to Dependent Children Program is worse off now than in 1963. They have actually less purchasing power now, because of the rise in the cost of living."

The Welfare Federation is prepared to support the State Department of Public Welfare in an appropriation request that would adequately meet the income maintenance problems of these

Mr. Denver White

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families. While the Federation supported and worked with the Cuyahoga County Commissioners in the passage of an increased welfare levy in May, 1968, which will benefit AFDC and General Relief recipients somewhat beginning this month in this county, and while we intend to support the Commissioners in exercising any additional taxing authority, these steps will be insufficient to solve the public assistance standards problem.

We believe the State of Ohio has an obligation to step up and meet a far greater share of cost of the public assistance than it is now doing since it has greater revenue producing capability than the counties and the problem requires the broad tax base of the state for support. We believe that the time to act is now in presenting a budget to the General Assembly which reflects the real need. We believe a great deal of support for an increased state appropriation for AFDC would be forthcoming from many segments of the state.

Our request to you, therefore, is for your leadership in submitting budget needs for the AFDC program based on current pricing of the components in the present full state standards around which we can rally as citizens in giving highest priority to the basic income needs for over 200,000 Ohio children.

Sincerely,

/s/

Robert M. Ginn
President

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STATE OF OHIO
DEPARTMENT OF PUBLIC WELFARE
408 East Town Street
Columbus, Ohio 43215

January 10, 1969

Mr. Robert M. Ginn, President
The Welfare Federation
1001 Huron Road
Cleveland, Ohio 44115

Dear Mr. Ginn:

Thank you for writing about the problem of payments to aid to dependent children.

Last fall our statistician estimated the amount of money that would be needed to meet 100 percent of standards if the prices were adjusted according to the estimated Consumer Price Index for July 1969. I think these figures were published in the Cleveland Press, possibly since your letter was written.

To maintain present standards with the estimated increase in case-load will require \$20,000,000 more in 1970 than in fiscal 1969 and \$22,000,000 more in 1971 than in fiscal 1970. To meet 100 percent of standards at the estimated cost-of-living in July 1969 would require an additional \$62,000,000 in fiscal 1970 and an additional \$71,000,000 in fiscal 1971.

I find it difficult to accept Mr. Burn's statement that families are worse off than in 1963. The average monthly payment per recipient in the aid to dependent children regular program was \$40.52 in the April-June quarter this year. It has changed very little from that figure. In April-June 1963 the average monthly payment was \$31.26. In 1963 the food stamp program had not been re-established. Today recipients who purchase stamps receive a bonus which averages \$6.50 to \$7.00 per person and which means that a recipient now has \$47.00 a month or more as compared to the \$31.26 in 1963. Effective January, 1969, the average payment in Cuyahoga County will, of course, go up approximately another \$6.00.

The Consumer Price Index for Cleveland shows that food consumed at home increased from 101.4 to 115.8 in 1968. The rent index is up from 101.4 in 1963 to 104.8 in 1968. Utilities increased from 107.4 in 1963 to 114.7 in 1968. The increase in the average payment in Cuyahoga County, if you include the benefits possible from the food stamp program and the increase effective in January, amounts to about 70 percent.

COPY

Mr. Robert M. Ginn

Page 2

January 10, 1969

Your letter calls for the State of Ohio to meet a far greater share of public assistance costs than now met. We have repeatedly pointed out that the share of public assistance paid from state tax sources is higher than the average in the country. In fact, Ohio ranks among the first ten states in the percentage of public assistance expenditures paid from state funds. The percentage paid from local tax sources is one of the lowest in the country. It averages only about one-third of the national average. It was this that concerned many legislators last year since it appeared that a greater effort should be made by local government in order to meet their share of it.

I have no hope that state appropriations will be sufficient to make any substantial increase in aid to dependent children payments. The total amount of money simply required to main programs at their present levels is estimated at nearly \$70,000,000 in fiscal 1970 and \$55,000,000 more in fiscal 1971.

In addition, as you know, there is a serious need to consider improvements in payments for nursing homes and in some of the fees in the medical assistance program, to say nothing of the needs in such programs as services to crippled children.

Federal laws and regulations further complicate our financial situation. If the freeze on aid to dependent children is not lifted we will lose about \$12,000,000 a year in federal reimbursement. The proposed federal rules on the use of the declaration method, the requirement to continue aid pending appeals and the requirement to employ lawyers to represent recipients in their appeals will further result in greatly increased expenditures, with no improvements to the recipients.

Very truly yours,

/s/

Denver L. White
Director

W:EM

Welfare Federation of Cleveland
Group Services Study Committee

S U M M A R Y M I N U T E S

Meeting of January 14, 1969, 4:30 p.m.

PRESENT: Ralph Gillen, Chairman
Melvin Arnold
H.H. Brooksieker
Dr. William Nagle
Mrs. Mildred Madison
Mrs. Doris Gilmer
Ralph Vara
William West, Jr.
Miss Myrtle Muntz (replacing Steven Minter)

ABSENT: Walter Beach (another meeting)
Paul Unger (out of town)
Rabbi Daniel Silver
Hugh Calkins (another meeting)
Glenn Hawkins
Mrs. Sophia Cruz
Mrs. Helen Williams

Staff: Mrs. Carol Bailey
Interns: Mrs. Mary Boenke
Miss Madeline Harris
Mrs. Judith Thistlewood

I. ORIENTATION TO WELFARE FEDERATION

A brief orientation to the Welfare Federation as an organization was conducted in order that committee members might better understand how the work of this committee fits into the total structure of the Federation. (An organizational chart and pamphlet of the Welfare Federation were provided each member.)

II. REVISION IN CATEGORIES OF FUNCTIONS

Copies of a revised "Issues for Resolution" were distributed. The issues have not changed but some of the functions have been revised. A recreation function per se has been eliminated; and what were formerly considered elements of recreation now show as specific functions. The revised categories will make it easier to communicate to heads of group service agencies.

III. INVENTORY FORM

A revised copy of the inventory form was distributed to each member for review and discussion. Some of the following suggestions were made:

a) Regarding instructions:

-smaller agencies should be instructed to fill out the information for each function rather than for each program activity within the function if they so chose.

-Change the instructions on each of the individual forms to read: Agency is asked to check information as it best describes each specific program offered in 1968.

- b) Regarding information on the budget:
- on the Face Sheet request total agency budget and total United Appeal funds received
 - instead of requesting information in percentage terms, request actual dollar amount for each function and/or program activity
 - consider some way of getting at the amount of governmental funds spent for programs/functions (question of whether or not it is important to know how much of the non-United Appeal funds of an agency is from government sources)
- c) Regarding a projection of agency service:
- in order to obtain a picture of what the agency would do if it had more funds, ask this question on the supplemental sheet and so indicate this additional item in the instruction sheet.

IV. INCLUSION OF INFORMATION FROM SUBURBAN CITY SCHOOL BOARDS & RECREATION DEPARTMENTS

The Committee agreed that it will be essential to have information from the suburban city school boards and recreation departments, in addition to that information from the voluntary group service agencies, in order to attempt to answer issue number three on city versus suburbs for priority funding. We are planning, therefore, for information to send requests to the dozen or so cities that surround Cleveland.

V. CONTACTS WITH AGENCIES

Each of the group service agencies has received a letter in the mail about the work of the committee, and a copy of the issues. Committee members can now begin to make initial contact with their agencies. Staff will take responsibility for setting up the meetings between the committee contacts and the agencies.

It was suggested that committee contacts may want a briefing session beforehand about the agencies, and each agencies relationship with the Welfare Federation.

There were comments or additions to the "Role of the Committee Member in relation to Agency Contact".

In this context, the chairman commented that Miss Myrtle Muntz, Director of Planning, County Welfare Department is replacing Steven Minter on the Committee. (Miss Muntz' telephone no. 861-7700)

NEXT COMMITTEE MEETING

MONDAY, FEBRUARY 17, 1969, NOON

1001 Huron Road, Room 300
Community Service Building.

THE WELFARE FEDERATION

SERVING THE CLEVELAND
METROPOLITAN AREA

1001 HURON ROAD
CLEVELAND, OHIO 44115
TELEPHONE 781-2944
AREA CODE 216

ROBERT M. GINN
President

MRS. CLARK E. BRUNER
A. A. SOMMER, JR.
Vice Presidents

W. BRADDOCK HICKMAN
Treasurer

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COMMUNITY PLANNING
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Chairman

COMMUNITY SERVICES
DIVISION

MRS. FRANK H. PORTER
Chairman

FINANCIALLY PARTICIPATING
AGENCIES DIVISION

NELS C. NELSON
Chairman

January 31, 1969

M E E T I N G N O T I C E

WHAT: Group Services Study Committee
Welfare Federation

WHERE: Room 322, 1001 Huron Road
(Community Services Building)

WHEN: Monday, February 17, 1969.
Noon Luncheon

Please return the enclosed post card indicating your attendance and whether you would like lunch (\$1.75).

The business part of the meeting will begin at 12:00 p.m. promptly so please be sure to arrive early enough to get your luncheon. We will close at 1:30 p.m.

The major purpose of this meeting will be to discuss your meetings with agency executives, their reactions, and any problems.

CB/ba
Encs.

WELFARE
FEDERATION
MEETING HUMAN NEEDS FOR



BRINGING TOGETHER MORE THAN 200 ORGANIZATIONS FOR COMMUNITY PLANNING IN HEALTH, WELFARE AND RECREATION

Supported through the United Appeal

THE WELFARE FEDERATION OF CLEVELAND

[Feb 6, 1969]

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

TO: Robert M. Ginn
FROM: Sol Z. Rosenbaum
Director of Research

In response to your request for my comments on Mr. Denver White's reply of January 10 to your earlier letter, I have prepared the following material from our own records.

In the first place, I should point out that the 1962-1963 period was a low point in the level of A.D.C. grant payments per case in terms of the standards established in 1959, at which time A.D.C. families received only 85% of the full standard grant to families without other income. In 1963, only about 63% of standard was paid to such families of four persons. The food stamp plan was put into effect within that year.

Second, I believe the use of the average payment per recipient is not a valid basis for comparisons between different periods. The average payment per recipient represents only the difference between the eligibility level determined by the application of the standard (or some percentage thereof) and the client's resources. To remain eligible, the case may not have total resources greater than the de facto standard, including the assistance payment. It would appear then that the valid measure of relative financial well-being at different points in time for a given size of family would be the de facto standard itself.

The 100% state standard in 1959 provided for a maximum grant of \$224 for a four-person A.D.C. family. This was unchanged in 1963 and rose to \$232 in 1968. Taking the food stamp bonus into account, the 1963 level was \$248 (in August 1963) and \$256 in 1968. The per cent increase 1959-1968 with food stamp bonus was thus 10.7% and for 1963-1968 was 14.3%. Without food stamp bonus the increase over the period would have been 3.6%.

But 100% of the state standard budget for A.D.C. families has never been paid in Ohio. In 1959, payment was at 85% of the standard. This rate was reduced to 70% in 1960, and in 1963 to 63% for personal requirements and utilities with 100% of shelter costs paid.

The maximum grants for a four-person family in Cuyahoga County without food stamp bonus were \$195 in 1959, \$174 in 1963, \$193 in 1968 and \$217 in 1969. With food stamp bonus these were \$195 in 1959, \$206 in 1963, \$219 in 1968 and \$241 in 1969. The percent changes were as follows:

	<u>Comparative Change in De Facto Standards</u>	
	<u>Without Bonus</u>	<u>With Bonus</u>
1959-1968	- 1.0%	+ 12.3%
1959-1969	+ 11.3	+ 23.6
1963-1968	+ 10.9	+ 6.3
1963-1969	+ 24.7	+ 17.0

It is important to note that the food stamp bonus for a four-person family, which decreases as income increases, was \$32 in 1963, \$26 in 1968, and \$24 in 1969, thus off-setting in part the benefits of increasing grants.

The increase of 17.0% from 1959 to 1968 (in effect elsewhere in Ohio in 1969) may be compared with the following percentage increases over the periods specified:

Per capita personal income, Ohio 1958-1967	47.0%
Mean effective buying income per family, Cuyahoga County, 1958-1967	44.5%
Social Security retirement benefits, maximum, 1958-1968	43.8%
Consumer Price Index, all items Cleveland, 1963 - November, 1968	16.3%
Consumer Price Index, Food, Cleveland, 1963 - November 1968	16.5%

It would seem evident from the above that there is ample support for Mr. Burns' statement to the Cuyahoga County Commissioners that A.D.C. families are relatively worse off now than in 1963, although the increases effective in this County, January 1, 1969, appear to compensate in the light of changes in the Consumer Price Index. It is highly questionable, however, that changes in the C.P.I. are a valid measure of the changes in the financial well-being of A.D.C. families at very low income levels. It is generally recognized that the C.P.I. does not measure changes in the actual cost of living at any particular family income level, since it is based on typical consumption patterns and prices of consumption elements at higher income levels than those of public assistance families, those of urban wage earners and clerical workers.

As to Mr. White's statement that Ohio meets a greater share of public assistance costs out of state funds than do many other states, I would suggest here that each state has developed its own historical pattern of financing governmental obligations as between "local" and "state" sources. In general, the relative amounts expended from either source are determined by state legislation over the years, and are strongly affected by the tax resources the state makes available to the localities. The status of Ohio in this regard was and is determined by both constitutional and legislative provisions which have neither permitted nor caused the localities to develop adequate funding sources for their share of a joint governmental responsibility. In the light of this, the argument seems somewhat irrelevant.

February 6, 1969

THE WELFARE FEDERATION

SERVING THE CLEVELAND
METROPOLITAN AREA

1001 HURON ROAD
CLEVELAND, OHIO 44115
TELEPHONE 781-2944
AREA CODE 216

February 20, 1969

ROBERT M. GINN
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A. A. SOMMER, JR.
Vice Presidents

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COMMUNITY SERVICES
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Chairman

FINANCIALLY PARTICIPATING
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NELS C. NELSON
Chairman

TO: Mr. Robert M. Ginn, President, Welfare Federation
Mr. Richard E. Streeter, Chairman
Public Welfare Committee
*Mr. Seth Taft, Chairman, Public Welfare Committee
Mr. William D. Ginn, Chairman, Cuyahoga County
Welfare Dept., Advisory Board
Mrs. Carole King, Member, Welfare Rights Organization
and Public Welfare Committee
Mr. Howard Berger, Jewish Community Federation,
Public Welfare Committee
Mr. Steven A. Minter, Director, Cuyahoga County
Welfare Department
✓ Rabbi Daniel Silver, Jewish Community Federation
Public Welfare Committee
Sol Z. Rosenbaum, Research Director,
Welfare Federation
W. T. McCullough, Executive Director,
Welfare Federation

FROM: Leona Bevis, Secretary

Mr. Walter Bates, Chairman of a Subcommittee of the Public Welfare Committee on the matter of Public Assistance Program Improvements, has succeeded in getting Mr. Hugh R. Jones, Chairman of the New York State Board of Welfare to meet with his Committee at 12:00 noon, Monday, March 10th in Parlor F, Mid-Day Club, Union Commerce Building.

Mr. Jones will be in Cleveland to address the Annual Public Luncheon Meeting of the Welfare Federation on Tuesday, March 11th. We are indeed fortunate that he has agreed to meet with us a day earlier and discuss the Arden House Conference held in November 1967, and the report. This conference was convened by Governor Nelson Rockefeller commemorating the 100th Anniversary of the New York State Board of Welfare. Attending were 99 national leaders including corporation heads, well known economists, and social workers. It was chaired by Mr. Joseph Wilson, then Chairman of the Board of Xerox Corporation. Enclosed is a copy of the report and in the back you will see a list of those attending.

(continued)

* Host for Mr. Jones during his visit to Cleveland.

WELFARE
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BRINGING TOGETHER MORE THAN 200 ORGANIZATIONS FOR COMMUNITY PLANNING IN HEALTH, WELFARE AND RECREATION
Supported through the United Appeal

February 19, 1969
Page 2.

We think this is a unique opportunity to talk with one of the national leaders who has been thinking longer range about the public welfare problem. The assignment to the Subcommittee, Mr. Bates chairs, is to think longer range and about improvements at the Federal level as well as State level.

We are inviting a few key leaders from the Public Welfare Committee as well as a few Cuyahoga County legislators to this meeting. We hope you can come to this meeting as we feel it offers an excellent opportunity to meet with a knowledgeable national leader.

A postal card is enclosed for your convenience in replying. Please return promptly.

LB/jwc
Encl.

C-O-P-Y

February 21, 1969

Mr. Denver L. White
Director of Public Welfare
State of Ohio
The State House
Columbus, Ohio 43215

Dear Denver:

This letter is to acknowledge and comment on our recent exchange of correspondence - my letter of January 4 and yours of January 10, 1969 - in regard to the A.F.D.C. program.

First, thank you for giving us estimates of the amount of increase needed over the spending rate of fiscal 1969 to provide A.F.D.C. grants at present state payment standards for the projected increased A.F.D.C. caseload of the 1970-71 biennium. We appreciate also your estimate of the further increased amount needed if updated full state standards as of July 1, 1969, were to be implemented.

We have had an opportunity now to see the figures in the Governor's message. The biennium increase estimated for continuance of present grant standards for the larger volume would appear to be \$78,000,000. Based on your letter and other sources, about \$100,000,000 more would be required to bring payments up to full state standard after up-dating for cost-of-living increase. In total, therefore, to up-date standards for the projected A.F.D.C. caseload would require at least \$178,000,000 more for the two-year period, 1970-71 over 1968-69.

While this seems like a huge amount, much larger amounts are required for other human needs for which the state must provide increased funds. We believe that the needs of the 175,000 children and their parents who are dependent on the A.F.D.C. program deserve at least equal attention. In my opinion, we are building up future problems for our communities and for the state if we continue to neglect these children. The assertion of Dr. Paul W. Briggs that hungry children cannot learn must be heard with greatest concern if for no other reason than for its implication for future costs of dependency and social problems.

Mr. Denver L. White

C-O-P-Y

Page 2

February 21, 1969

We are, therefore, extremely disappointed that you see little hope that state appropriations will be sufficient to make any substantial increase in aid to dependent children payments in the next biennium. What we are talking about is approximately \$50,000,000 more per year over the present budget estimate for 1970-71. We believe that support could be demonstrated from major urban areas across the state for this kind of an increase over the present budget estimate. It is in the urban areas where the problems of the very poor take on added critical dimensions of deprivation simply by virtue of the concentration of numbers. We need your leadership on this, and we will support that leadership.

In your letter, you challenged Eugene Burns' statement that A.F.D.C. families are worse off today in purchasing power than they were in 1963. Your figures with respect to the increase in average payments which has occurred over recent years, and the effect of the food stamp program appeared to support your view that A.F.D.C. families are better off today.

I asked our Research Director, Sol Rosenbaum, to analyze your figures. His memorandum is attached.

The figures on average payments only reflect the amount of supplemental income from public sources required to bring the total income of A.F.D.C. families, together with their other income, up to the state grant standards. If income of people eligible for A.F.D.C. declines, the supplemental income will increase. Such increase in average payments, however, has nothing to do with the standard of subsistence afforded to these families. Their standard of subsistence can only be measured in relation to the total standard of assistance payments set by the state. Mr. Rosenbaum points out that purchasing power comparisons can only be made on the basis of comparative total income allowances. We would appreciate having your analysis on this basis. Our figures on this basis show that families are worse off today even with food stamps. We might note also that prior to the food stamp program, there was a surplus commodity program which is not taken into account in either set of figures.

Mr. Denver L. White

C-O-P-Y

Page 3

February 21, 1969

We agree that the state's emphasis on jobs as the long-range answer to the income maintenance problem is sound. In the meantime, however, we are seriously depriving children dependent on A.F.D.C., in fact, placing them on a limited starvation basis. In order to achieve the long-range solution of jobs, youngsters must be adequately clothed, fed and sheltered until they finish school.

Perhaps the state is waiting for the federal government to take on the problem of public welfare in toto. If this is your best judgment of the solution, we accept this, and we will work with you for federal action. If it is, we think the state administration should say so, and not let the problem drift into a contest between the state and local government.

If the state decision is that increases in public assistance should be financed by counties, then we think that the state administration should mandate this responsibility to the counties along with the method of local financing so that the solution is not left as a matter of permissive local popular vote. In your letter, you compared state support with local support for A.F.D.C. in other states. We believe this reference is irrelevant because of the availability of other income sources to local communities in other states. Mr. Rosenbaum expands on this in his memorandum.

The adult categories of federally aided public assistance are funded at approximately full state standards. As a result, the treatment of A.F.D.C. children can only be regarded as discriminatory. We agree that the federal government shares the responsibility for this discrimination in its formula for A.F.D.C. which differs from the formula for the adult categories.

Again, we need your leadership which we will strongly support.

I believe it would be helpful if some of our leaders came down to talk with you about how we can help. I look forward to your early reply.

Sincerely,

/s/

cc: W. T. McCullough
Enc.

Robert M. Ginn
President

Rosenbaum

JAMES A. RHODES
GOVERNOR

STATE OF OHIO
DEPARTMENT OF PUBLIC WELFARE

408 EAST TOWN STREET
COLUMBUS, OHIO 43215

DENVER L. WHITE
DIRECTOR

ROBERT B. CANARY
ASSISTANT DIRECTOR

February 26, 1969

Mr. Robert M. Ginn, President
The Welfare Federation
1001 Huron Road
Cleveland, Ohio 44115

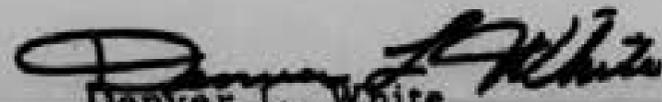
Dear Bob:

I appreciate your continued interest in the problems of financing aid to dependent children.

The material prepared by Mr. Rosenbaum does not I think change the conclusions that I had reached earlier about the comparative position of recipients in 1963 and 1969 or the relationship between state and local financing.

I feel sure that the national government will be studying the problem of public welfare and as you probably know, there is a joint committee of the House and Senate which is looking at the problem in Ohio. Hopefully there will be some solutions from these reviews.

Very truly yours,


Denver L. White
Director

DLW:EM

THE WELFARE FEDERATION

This same letter was sent to all Cuyahoga County Legislators.

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HAROLD E. BOEHM
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COMMUNITY SERVICES
DIVISION
MRS. FRANK H. PORTER
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FINANCIALLY PARTICIPATING
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A. A. SOMMER, JR.
Chairman

February 28, 1969

*For your
information*

You may be interested in our enclosed correspondence with Denver L. White in regard to the question of public assistance standards for children who are dependent on the A.F.D.C. program.

While the figures available to us may vary from actual biennium comparisons, they approximate the magnitude of the problem which must be overcome.

There are alternative ways to deal with this problem as we indicate in our letter - state action, federal action, local action, or combinations of all three. In the case of all alternatives, there is need for decisive leadership on the part of the state.

We hope you can bring the weight of your leadership to serious analysis of this problem and to early action. We are ready to support any feasible approach.

Sincerely,

Robert M. Ginn

Robert M. Ginn
President

G:dp
Encs.

WELFARE
FEDERATION

MEETING HUMAN NEEDS FOR



THE WELFARE FEDERATION

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Chairman

*Carol Bailey
EXT 348*

March 14, 1969

M E M O R A N D U M

TO: Group Services Study Committee Members

FROM: Ralph L. Gillen, Chairman

RE: MATERIALS IN PREPARATION FOR THE SATURDAY, March 22nd
MEETING

*I called on
No!
Shirley*

Enclosed for your study prior to our March 22nd meeting are the following:

- 1) An outline of the proposed contents for the full Committee report.
- 2) A detailed description of the most important part of the report -- the "Guidelines".

These proposed Guidelines are intended to represent some ideas to stimulate our thinking. Unfortunately the Inventory material is not yet ready to be used to support the rationale, but an analysis of the material will be ready by the 22nd meeting.

Please come prepared to support -- to challenge -- or to provide substitutes to these Guidelines. Your inputs are going to make or break what we do.

WELFARE
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MEETING HUMAN NEEDS FOR



BRINGING TOGETHER MORE THAN 200 ORGANIZATIONS FOR COMMUNITY PLANNING IN HEALTH, WELFARE AND RECREATION
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THE WELFARE FEDERATION

MEMORANDUM

SERVING THE CLEVELAND
METROPOLITAN AREA

1001 HURON ROAD
CLEVELAND, OHIO 44115
TELEPHONE 781-2944
AREA CODE 214

ROBERT M. GINN
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Chairman

To: Group Services Study Committee Members

From: Carol B. Bailey, Staff Secretary

Mr. Gillen and I have worked out the following work plan which I wanted to convey to you quickly and receive any comments for change.

- 1) Next Committee Meeting will be with the top leadership of W.F. and U.A. (Mr. Gillen will be out of town until that date.)

Date: Friday, May 2, 1969
Tentative Time: 1:30 - 3:00 p.m.
Place: 1001 Huron Rd.; Room 300

A reminder notice will go out to you. We hope that as many members who can will attend.

- 2) The Guidelines are in the process of revision according to your suggestions voiced at the March 22nd meeting.

You will receive the revised copy by Monday, April 7th.

During the weeks of April 7th and April 14th I would appreciate your counsel on the revised copy. Will reach every member either thru small group meetings or individually.

- 3) Consumer Meetings are continuing to be set up and we hope, where possible, you will be able to attend. (Enclosed minutes of the first meeting with consumers for those who have not yet received a copy.)
- 4) Visits to Agencies & Programs should continue. I will get copies of the inventory materials to appropriate committee members as they become available.

I am putting together service statistics for the Y's, Scouts, Camp Fire Girls by social planning areas and will get this to appropriate committee members. This will provide information on actual numbers served in different parts of the city and suburbia.

WELFARE
FEDERATION
MEETING HUMAN NEEDS FOR



March 24, 1969

Dr. Herman Stein
Provost, Case Western Reserve University
Cleveland, Ohio

Dear Herman:

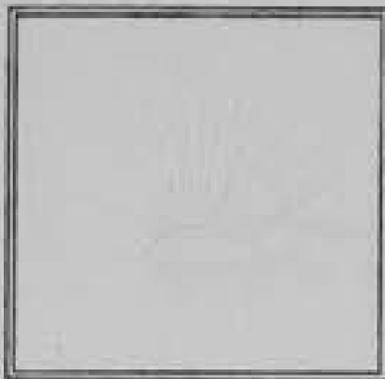
I am on a committee to draft guidelines for the Welfare Federation Group Services Study. I confess I have not gone to many meetings, but I have received the following seven suggested guidelines and I would like your reaction to them.

I will be grateful for any suggestions you can offer.

Sincerely,

DJS:mgm

Daniel Jeremy Silver



April 7, 1969

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

Dear Daniel:

I just had my first opportunity to look over the guidelines for the Welfare Federation Group Services Study. It is a fine job but I do have a few questions about the guidelines:

(1) Guideline #1 calls for assessment of effectiveness. This is an extremely difficult undertaking. It will indeed take "money and time to develop meaningful measurement instruments", and more important to determine what it is that should be measured. I am enclosing for your information a preliminary paper on a piece of research that has been undertaken (and since completed) dealing with the effectiveness measurement problem. You don't have to read it but a quick glance will indicate some of the complexities. The direction of the guide-line is important, but it would be foolhardy to assume that systematic effectiveness measurement will be accomplished soon, or that one can require that "annual evaluations be made of the effectiveness of performance", if what is meant is reliable data rather than impressions.

(2) Guideline #3 contains a potential problem, namely, what really is meant by "social advocacy--i.e., community change". This is the kind of concept which, when undefined, can easily be interpreted from a wide variety of ideological perspectives. These can include having the group service agency itself take positions on controversial questions, help to organize citizen action groups without necessarily becoming identified with their objectives or practices, or becoming so identified, even if this means attacks on other institutions linked with the group service agency itself. There is some spelling out that will be needed here, sooner or later.

(3) I see no reference in the guidelines to one of the possible functions of a group service agency, i.e., to harness cooperative voluntary effort to the extent possible and feasible, rather than relying solely on paid staff. Such utilization of citizen effort can be seen both as a means to discharge the agency's functions, and, in many cases, can be a function in its own right.

In general, I very much like the clarity of emphasis, and indeed the emphases themselves, in the guide-lines.

Page 2

Rabbi Daniel Jeremy Silver

April 7, 1969

I hope these comments are of some pertinence to you.

While I am writing to you let me note that I very much enjoyed listening to the tape I borrowed of one of your recent sermons. I know now why Charmion was so enthusiastic.

With affectionate regards,

Sincerely,



Herman D. Stein

Enclosure

HDS:p

THE WELFARE FEDERATION

SERVING THE CLEVELAND
METROPOLITAN AREA

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A. A. SOMMER, JR.
Chairman

April 7, 1969

TO: ~~GROUP SERVICES STUDY COMMITTEE~~
FROM: Carol B. Bailey, Staff Secretary
RE: ~~Attached Revised Draft of Report~~

- 1) Please review report for your most critical comments.
- 2) "Sorry"; did not yet get the Inventory material analyzed, but will do so during the week of April 7th and have ready for you.
- 3) Please reply if you could meet with me over lunch on any of the following (small group meetings to review draft):

Wednesday, April 16, noon
Thursday, April 17, noon
Friday, April 18, noon

Please return enclosed post card.

Encl.

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April 9, 1969

M E M O R A N D U M

To: Group Services Study Committee
From: Judith Thistlewood and Mary Boenke, staff
Re: Meetings with Consumers and Residents

We are planning to set up a total of about six or seven meetings with various resident and/or consumer groups which will reflect some variety of opinion on group services.

We need each committee member to volunteer to attend two or three of these meetings. Would you please indicate on the enclosed card which meetings you will attend and return it immediately.

The following meetings are firm:

- (1) Thursday, April 17 at 4:00 PM to 5:30 PM
Portland-Outhwaite Recreation Center
2511 East 46th Street (This section of E. 46th Street runs south of Quincy) - Parking on street or in lot immediately adjacent to P.O.E.C.

Mr. James Slade, who works with youth out of the Central Area Neighborhood Opportunity Center on East 55th Street, has arranged for members of the committee to meet with an on-going group of young men, ages 18 and up.

- (2) Friday, April 25, 1969 at 8:00 PM
Park Building (A few doors east of Higbees on Euclid Ave.) - Parking at Public Square and behind Higbees at meters.

Judy Thistlewood attended the last meeting of the Area Councils Association at which time she informed the group of the work of our committee. Copies of questions regarding group service agencies and functions were distributed. The delegates have taken these back to their respective councils to get their thinking which they will share with us at the April 25th meeting.

- (3) Monday, April 28 at 8:45 PM
Glenville Community Opportunity Board
1073 East 105th Street, SE corner of 105th and Pasadena - Parking on street along 105th or Pasadena.

Mr. G. M. Edwards, president of the C.O.B., has arranged for his group to talk with committee members following a regular monthly C.O.B. meeting. This is a viable group, comprised of residents from numerous other civic organizations; they have studied plans and/or submitted proposals related to a multi-service center, a recreation center, and are knowledgeable about their community needs.

[Apr 9, 1969]

The following meetings are in the planning process, and you will receive a memo later on these:

- (4) West side drop-in center youths may meet with us Wednesday evening, April 23, at West Side Community Center.
- (5) Hough C.O.E. and members of Hough Community Council may meet with us one evening in late April.
- (6) Poor People's Partnership or a Women's Administration Committee.

IF safe transportation is a factor in your participation, please indicate "need transportation" on your card and this will be arranged.

April 10, 1969

Mrs. Carol B. Bailey, Staff Secretary
Community Services Division
Welfare Federation of Cleveland
1001 Huron Road
Cleveland, Ohio 44115

Dear Carol:

I regret that I did not get back to you earlier with my comments on the Draft of Report. Permit me these observations:

1. Guideline #1 assessment of effectiveness is an extremely difficult undertaking. "It will take money and time" and critical determination of what it is that should be measured. It seems to me beyond expectation that a systematic and effective measure can be made soon or that one can require "annual evaluations be made of the effectiveness of performance;" if we are seeking reliable data rather than impressions.
2. Guideline #3. What is meant by "social advocacy." Undefined, such terms have a wide variety of definitions which can include having the group services agency itself take position on controversial issues, help to organize citizen action groups without necessarily becoming identified with their objectives and practices, or becoming so identified even if this means attacks on other institutions linked with the agency itself. I think we ought to spell this out more tightly.
3. I found no reference to one possible effectiveness of the group services agency, i. e., ^{to} harness cooperative voluntary effort, rather than relying solely on paid staff. The idea of citizen effort can be seen both as a means to discharge the

**Mrs. Carol B. Bailey, Staff Secretary
Community Services Division**

**Agencies functions and in many cases can be a function in
its own right.**

These are small comments to a very fine draft.

Sincerely,

DANIEL JEREMY SILVER

DJS:rvf

SECOND DRAFT

II. A. POSSIBLE "GUIDELINES" FOR

GROUP SERVICE AGENCIES AND

THE WELFARE FEDERATION

C O N F I D E N T I A L

PLEASE DO NOT SHARE WITH ANYONE

April 1969

INTRODUCTION & BASIC POLICY CONSIDERATIONS

HISTORICAL BACKGROUND

The group and neighborhood based services included in this study are performed by organizations whose historical background go back to the beginning of social work -- to the founding of social settlements in the slum areas of American cities during the later part of the 19th Century and the early 20th Century. These organizations represent the beginnings of a charitable movement in America.

Included also are international and national organizations who were organized as movements dedicated to youth development and leadership building -- the YMCA, YWCA, the Scouting agencies and the Camp Fire Girls. These organizations are built around the Christian ethic and have served predominantly white Americans over time. In this respect they are little different than most other well organized and established institutions.

The organizations offering group services are caught up in dilemmas not unlike so many other of America's treasured institutions. These organizations have served well within the traditional community approach to community needs.

They, too, have been struggling during the sixties as have so many other institutions of our community to recognize the changed conditions and to adapt. They are faced with the dilemma of how to move speedily to adapt to serve the new clientele ready and demanding their share of services without withdrawing from the obligations they have accumulated over the years, which if dropped could spell great loss both in terms of services rendered and services of support.

The Committee in making this study recognizes this great dilemma and the tremendous public information task ahead if these agencies are to have the opportunity to make the hard choices which must be made if the voluntary social welfare movement is to continue to make in-depth contributions to the American society.

THE URBAN CRISIS

We are at a period of crisis in society. The metropolitan areas and their people are living under the growing burden of deep trouble -- poverty, racism, and value changes. The following comments can only superficially illustrate the seriousness of the crisis:

The Cleveland Metropolitan Area Manpower Systems for Fiscal Year 1969 estimates that there are in the Cleveland area 150,000 persons with income below poverty level both employed and unemployed. ⁽¹⁷⁾

- Unemployment

High unemployment has qualified Cleveland this year for federal designation as a "redevelopment area". Although unemployment in Cleveland in 1968 was 6.1%, the U.S. Dept. of Labor reports that the unemployment rate in Cleveland's inner-city (5 poverty target areas) was 16% in 1967 the highest rate of unemployment of twelve major cities surveyed. ⁽¹³⁾ The Welfare Federation's recently completed study of Cleveland's Manpower Programs reports that Cleveland is barely staying even with the size of its disadvantaged unemployed problem and estimates the number of jobless inner-city at 25,000. The twelve federally funded programs studied have had relatively little impact upon reducing local unemployment.

The study further highlights that lack of education or training was the major employment handicap, and that the 16-21 year old school drop-outs are not adequately being served by the present

manpower programs. This is the resource pool for the future numbers of unemployed or at best marginally employed.

Conditions of poverty increase the probabilities of dropping out of school; the bulk of drop-outs will enter manhood unemployed; and for many, lack of steady employment appears to be a reality that they will face throughout their adult lives. ⁽¹²⁾

- Poor Housing

In 1967 PATH investigated the housing problem in the metropolitan area and concluded that a "crisis" in housing exists. Some 60,000 units of housing, most of them located in the city, are sub-standard. Two years later PATH describes the progress as "halting steps rather than purposeful strides". The 1967 report stated that one out of four families in the city lives in a rat-infested dwelling; that more than 25,000 families are eligible for public housing but only 7,478 units are available and only 2,500 additional units are planned. ⁽⁶⁾

There is an extremely acute situation with regard to the lack of housing for large low-income families.

One could go on with illustrations of serious lacks in health and education and all environmental conditions. The libraries are replete with studies documenting the seriousness of poverty today, in the nation and in Cleveland; but still Americans and Clevelanders seem all too complacent.

- Racism

To be poor in a rich society is bad. To be black and poor is worse. ⁽⁸⁾ The basic conclusion of the U.S. Riot Commission Report stated that -- Our nation is moving toward two societies, one black and one white -- separate and unequal. ⁽¹⁵⁾

One year later -- in spite of the Commission's plea for the urgency of national action on an unprecedented scale and its statement that there could be no higher priority for national action -- the progress report by the National Urban Coalition and Urban America states that there has been a failure to respond in any significant way.

Racism -- the unwillingness of white Americans to accept black Americans as fellow human beings, Racism -- the national life style which has included the assumption that blacks are inferior -- is the most serious condition facing America today. It pervades all other problem conditions.

The Cleveland Urban League reports that racial discrimination in the job market is still a way of life in the City of Cleveland and that Cleveland is one of the most racially segregated communities in the nation in housing. (12)

In Cleveland there are hate sessions taking place nightly in the black and white communities. Thousands of anonymous scare sheets were distributed in the West Side during one evening in October, 1968 warning of an impending Black Nationalist armed attack later that month. Such efforts to breed hate, isolation, and conflict permeate the Greater Cleveland community.

A news article out of New York City reported that the urban rioting triggered by racial hatred in 1967 caused more than \$100 million in property damage. More than 16,000 persons were arrested in 67 cities, more than 3,200 injured, and 85 killed. Mr. Walter P. Reuther stated that the riots were, in a profound sense, a cry for help from desperate human beings

and that we (America) need to re-examine our system of values and re-structure our priorities for social action. (7)

- Value Change

No other society has ever had to deal with mass educated youth, points out Fortune Magazine in its January, 1969 edition devoted to youth. It further highlights the serious value change in America's youth -- their lack of concern with making money; their challenges to constituted legal authority, democratic procedures, and the moral authority of the business system. At no other period in history have youth exhibited such a degree of social concern. The young radicals, it reports, come disproportionately from prosperous and liberal homes.

The President's Task Force on Suburbia reported "a quiet, slowly building crisis" in suburbia. Blight and decay have begun, it states; vandalism, drug offenses, and larceny by youth are on the rise. (8)

* * * *

The significant point is that these are turbulent times. The social changes taking place require most organizations to move faster toward change than ever before. Today's crises deeply involve youth. The impact of poverty, racism, and value change are greatest upon the American youth.

A major Pittsburgh industrialist and volunteer leader recently questioned whether the voluntary health and welfare sector has not kept pace with the urban crisis and asked what are the high-priority problems for which the United Way should be seeking solutions. (10)

KEY POLICY CONCEPTS

In Cleveland, we must decide whether or not to move ahead with a more positive and vigorous approach to the needs of an increasingly complex community. To help community leaders choose where and how they will use limited Welfare Federation (United Appeal) resources in the group services field, the Committee has developed a set of "guidelines" which attempt to point new directions for allocation of these scarce community resources based on:

- changing times and newly recognized human needs
- the assumption that governmental funds will continue to be made available in large-scale terms for a range of purposes that formerly had been the responsibility of voluntary agencies

The major premises upon which the guidelines rest are as follows:

- 1) WELFARE FEDERATION ALLOCATIONS TO AGENCIES SHOULD BE FOR THOSE GROUP SERVICE FUNCTIONS (SERVICES) WHICH ARE APPROPRIATE FOR COMMUNITY SUBSIDY WITHIN THE TOTAL RANGE OF AN AGENCY'S FUNCTIONS.

The traditional budgeting approach has been one of allocations to agencies based on a broad understanding of their total program. The Welfare Federation allocations have been to handle the deficit between the agency's total income and expense. Rarely have Welfare Federation allocations been adequate to the agency expressed deficit.

The Welfare Federation is in the process of installing a system of functional budgeting, and this should make it possible to shift the emphasis in the allocation process.

Implementation of this premise would mean that allocations are made for specific functions within an agency's total range of functions. One of the desirable features of the proposed method of allocation is that it would provide much clearer information to the community -- contributors, volunteers, and recipients -- of the specific functions subsidized.

This approach will not limit the agencies in the provision of services through other funds that meet acceptable standards for a selected clientele, even when these services are available also through public and other voluntary agencies.

- 2) MEMBER AGENCIES OF THE WELFARE FEDERATION SHOULD SERVE AND BENEFIT PERSONS OF EVERY ECONOMIC STATUS LIVING IN ALL SECTIONS OF THE COMMUNITY, BUT ALLOCATIONS BY THE WELFARE FEDERATION SHOULD BE USED PRINCIPALLY:

- a) TO MAKE SERVICES AVAILABLE TO THOSE WHO CANNOT PAY FOR THEM, AND
- b) TO STIMULATE AGENCIES TO USE FEE SYSTEMS WHICH MAKE POSSIBLE THE EXTENSION OF SERVICE TO THE LARGEST POSSIBLE NUMBER.

Traditionally, the youth serving agencies, largely because of their origins, have subsidized all youth in group serving programs, regardless of their ability to pay the actual cost of service or some reasonable portion thereof. Such practice has limited the extention of service to greater numbers of youth who could not afford to pay, or for whom additional costs might be entailed in order to provide the service.

- 3) ULTIMATE JUSTIFICATION FOR THE COMMAND OF RESOURCES BY A SOCIAL WELFARE AGENCY MUST REST WITH THE AGENCY'S CAPACITY TO HELP RESOLVE SERIOUS SOCIAL PROBLEMS.

4) ALLOCATIONS SHOULD BE TO AGENCIES FOR SERVICES WHICH IMPLEMENT THE GUIDELINES -- NOT WITHSTANDING THEIR GEOGRAPHIC LOCATION.

While recognizing that currently the inner-city has the severest problems, the Committee also recognizes that problems do exist in all areas. The isolation and homogeneity of suburban communities is causing problems for the suburbs as well as for the inner cities.

not social problem

The President's Urban Affairs Council has recently enunciated a position that programs should not end at the city limits. A substantial number of disadvantaged youths live outside but close to the city boundary. Other special problems, such as the use of drugs, affect suburban youth as much as inner-city youth -- and sometimes more severely.

GUIDELINES

In order to operate the fund allocation system developed in the foregoing section on KEY POLICY CONCEPTS, it is necessary to establish some set of priorities as to which group service functions, out of many possible functions, should receive Welfare Federation allocations and in what order of importance.

The following Guidelines provide such a scale of priorities:

The first priority is the maintenance and improvement of the physical and mental health of the community. This includes the provision of medical and dental services, the establishment of health centers, and the provision of health insurance. The second priority is the provision of social services, including the provision of housing, food, and clothing. The third priority is the provision of educational services, including the provision of day care, adult education, and vocational training. The fourth priority is the provision of recreational services, including the provision of parks, playgrounds, and community centers. The fifth priority is the provision of cultural services, including the provision of libraries, museums, and theaters. The sixth priority is the provision of religious services, including the provision of churches, synagogues, and mosques. The seventh priority is the provision of legal services, including the provision of legal aid and public defenders. The eighth priority is the provision of financial services, including the provision of financial counseling and credit counseling. The ninth priority is the provision of transportation services, including the provision of public transportation and taxi services. The tenth priority is the provision of other services, including the provision of day care, adult education, and vocational training.

The following are the guidelines for the allocation of funds to these various services. The first guideline is that the amount of funds allocated to each service should be based on the number of people in the community who are in need of that service. The second guideline is that the amount of funds allocated to each service should be based on the cost of that service. The third guideline is that the amount of funds allocated to each service should be based on the effectiveness of that service. The fourth guideline is that the amount of funds allocated to each service should be based on the availability of other resources. The fifth guideline is that the amount of funds allocated to each service should be based on the community's needs. The sixth guideline is that the amount of funds allocated to each service should be based on the community's resources. The seventh guideline is that the amount of funds allocated to each service should be based on the community's priorities. The eighth guideline is that the amount of funds allocated to each service should be based on the community's values. The ninth guideline is that the amount of funds allocated to each service should be based on the community's goals. The tenth guideline is that the amount of funds allocated to each service should be based on the community's vision.

Any program within the welfare field of family, physical, and mental health may become the special focus of program for citizens self-help organizations.

GUIDELINE #1

The BULK of Welfare Federation allocations for group service agencies should be to help support two categories of service --

- a) neighborhood organization, development, and social advocacy (citizen leadership, problem-solving skills, effective neighborhood services)
- b) special problem focused services (social adjustment or rehabilitation)

Rationale

- a) Neighborhood Organization, Development, and Social Advocacy

A strong and representative citizen action movement is essential to the maintenance and improvement of neighborhood life. Constructive approaches to community problems is dependent upon the development of local people for leadership in their neighborhood and in community-wide activities.

In addition to services geared to work with individuals and groups whose problems result from personal inadequacies, there is a need for work with individuals and groups whose problems are essentially a direct or indirect result of a breakdown in the social organization of society. This entails efforts to enable institutions and services to be more responsive to present-day human needs, and to enable people to better deal with the institutions which impinge on their lives.

Any problem within the entire range of social, physical, and economic needs may become the appropriate focus of program for citizen self-help organizations.

b) Special Problem Focused Services

A relatively small amount of group service agencies' resources now go into problem focused service, although the needs are great. To illustrate:

- School Drop-Outs

A recent statement by a member of the Cleveland Board of Education indicated that "some of our graduates cannot read or do arithmetic well enough to hold simple jobs".⁽¹⁾

The Cleveland Public Schools report 4,722 drop-outs in the last school year from junior and senior high school. Four out of every ten students will not graduate today, and every indication is that the situation will get worse.⁽²⁾

This situation, although significantly aggravated in the central city, is a concern in a number of suburban communities. Most drop-outs want nothing more to do with schools; failure and frustration are associated with them.

(Preliminary review of the Inventory of Group Service Agencies indicates work with a total of 66 youth with school problems and including school drop-outs.)

- Southern White Appalachian Migrants

Although there is little written on the subject, schools and neighborhood settlements located in areas highly populated by people from the southern Appalachian area of our country report a very high level of disorganization and problem behavior. The elementary schools experience a very high turnover in child population which makes education very difficult.

The indications are that the drop-out rate by teenagers is quite high, since there is little family value placed on education. There are a number of other problems related to unsanitary living habits brought to the city from a rural environment. (Preliminary review of the inventory material indicates a total of 285 youth from Appalachian background served, almost totally teenagers from the Collinwood Area.)

- Alienated Teenagers

The Community Needs & Service Targets Report of 1968 documented the totally inadequate level of development of work with alienated or street-corner teenagers. (16)
(The inventory indicates work with 588 such youth.)

- Adult-Centered Institution

According to an article on the Changing Program Emphasis of Settlement Houses, "there is a need for an adult-centered agency in slum areas that concerns itself programmatically with adult needs and problems e.g. welfare clientele groups, legal services, consumer co-ops, employment services, etc." (5)

- Alcoholism and Drugs

Although alcoholism and drug use are growing problems of youth (as well as adults), not a single agency has thus far indicated any special work with these problems.

- Employment Opportunities

Certain voluntary agencies have demonstrated they can serve as effective communicators to bring jobs and

the unemployed together. The UCFOA Voluntarism & Urban Life Project states this function should be viewed as a primary responsibility of the voluntary sector to plan and operate such programs. (11)

- Consumer Education

Again, referring to the Voluntarism & Urban life Project, consumer education to combat poor buying practices is a primary responsibility of the voluntary sector in terms of planning, demonstrating, and leading cooperative efforts.

Implications

a) Neighborhood Organization, Development, and Social Advocacy

- 1) According to "New Directions for the Settlement Movement", the service function most related to the basic purpose of the settlement movement is organization for self-help and neighborhood improvement. The reason for the settlement's existence is to build better neighborhoods. (4) Therefore, neighborhood organization, development of leadership skills and improvement of capacity to evaluate alternative solutions on a reasoned basis, and social advocacy -- i.e., community change -- should become the primary function of the settlement for the purpose of finding solutions to problems of the neighborhood and the residents.
- 2) Assistance to neighborhood self-help organizations should include money resources as well as the technical manpower to assist with internal management,

policy and program design, and resource mobilization.

- 3) Special problem focused groups should develop out of the neighborhood organization and development efforts as residents in concert with agency workers identify problems.

b) Special Problem Focused Services

- 1) The YMCA's Job-Search employment program for inner-city youth (predominantly black youth) is an excellent example of a significant problem focused service. Welfare Federation allocations should be utilized to help emphasize this type of service which does attack basic social problems.
- 2) A major thrust of work for the Y's, Scouting, and Camp Fire agencies in the suburban areas, should be services to special problem focused groups such as the alienated teenagers and the drug users, and programs to work to eliminate white racism and other forms of prejudice.
- 3) More extensive alliances need to be developed between the voluntary and governmental sectors in relation to identification and work with problem youth. City and school recreation programs are in general not equipped to cope with troubled and/or troublesome youth, yet find no agency to which they can refer such young people for special attention. As the voluntary agencies take on more work with problem youth, and leave more of the work with normal functioning youth

to the city and school, a closer mutual referral process should be affected.

- 4) Special problem focused work will require more personnel with the unique interpersonal relationship skills which many non-professionally trained individuals possess. The use of indigenous neighborhood leadership and those with special sensitivity and understanding of the problem group should be employed.

GUIDELINE # 2

Welfare Federation allocations should help to support group service agencies, and in particular neighborhood centers and settlement houses, that concern themselves with the solution to one or a limited range of social problems.

Rationale

The National Federation of Settlements and Neighborhood Centers has stated that settlements must sharpen their focus; that in order to use limited resources most effectively settlements cannot continue to try to do everything at once. Settlements have a limited impact on major urban ills because of their lack of money, small size and separateness, and frequent conflict of philosophy between services and action. (4)

Further, it is more difficult for an agency to develop an expertise if it is not specialized.

Implications

1) Settlements would need to phase out all functions presently performed which do not relate directly to the solution of social problems, and increase their specialization in an attack on specific problems. As problems worked on are resolved the focus of the service should shift to still other unresolved problems.

2) The new thrust of settlements to expand their role as "multi-service centers" is consistent with the need to sharpen their focus.

One of the limited range of social problems which the settlements may select to focus upon is that of an inadequate delivery system of health and welfare services to the residents of their

neighborhoods. The multi-service center is a response to remedy this problem by providing a range of services under various auspices through a central neighborhood location and an integrative service system.

The settlement which selects to provide the administrative direction to a multi-service center should see this as its primary function.

GUIDELINE #3

Some Welfare Federation allocations should help to support; a) camping, b) cultural enrichment and informal education, c) social maturation and social recreation functions ONLY TO THE EXTENT that they contribute to the solution of special problems.

Rationale

a) Camping

It is not likely that the function of camping will be assumed by government in the foreseeable future to the extent that the voluntary sector should not continue to provide this function. The interracial aspect of camping is its greatest benefit -- providing for many youth their only opportunity to live with persons of a different racial and economic background.

b) Cultural Enrichment and Informal Education

The public school is increasingly being given the responsibility of serving growth needs of all citizens regardless of age, cultural development, or academic achievement.

Informal education, and to a lesser extent, cultural enrichment programs are extensively provided to youth and adults by the City Division of Recreation and the Cleveland Public Schools community centers programs. The Community Needs and Service Targets report documents the extensiveness of these programs. (pps. 5 thru 10). And, the City-Board of Education will effect a six-million dollar building program this year for school-connected recreation centers and swimming pools.

Any services, such as these, which local government has accepted as its responsibility because it is a universal necessity, demanded and available, should be provided in sufficient quantity to release voluntary agencies to perform those functions which are not governmental responsibilities.

Therefore, these functions should in general be phased out of voluntary agencies, except to the extent that they are performed in relation to resolving special problems, or are supported through fees and subsidies other than Welfare Federation allocations.

c) Social Maturation and Social Recreation

Again, these functions are being assumed so extensively by other sectors of the community (schools, city recreation, churches and family) to warrant being phased out of voluntary group service agencies, except to the extent that they are performed in relation to resolving special problems, or are supported through fees and subsidies other than Welfare Federation allocations.

Implications

- 1) Special consideration should be given to the role of the Scouting, Camp Fire Girls, and Y agencies in their performance of these functions. Welfare Federation allocations should help to support these functions by these agencies only with low-income youth, particularly in the ghetto, and with youth in more affluent areas who are having special problems in maturing.

Scouting and Camp Fire Girls, as volunteer-led programs have unusual benefits for the youth participating who are provided the leadership from adults and young people who are enabled to learn organizational skills and develop an increased sense of self-adequacy. At the same time, the actual cost to the community is minimal because of the volunteer leadership nature of the program and the utilization of existing community facilities.

- 2) In performing the functions of social maturation and cultural enrichment it is extremely important to recognize the need for -- and appropriately implement -- the transmission of social values and customs other than those of the white middle class.

These functions must be made more relevant to the inner-city child. Programs should include the transmission of Black cultural arts, mores, and history; Puerto Rican arts, mores, and history; Appalachian arts, mores, and history.

The function of social maturation must also be strengthened with the suburban child as well -- i.e. to help him to learn to understand and appreciate that there are other cultures in addition to his own which have something of value.

- 3) Agencies might consider the greater utilization of social maturation and recreation programs for younger children under the paid leadership of teenage youth where the primary purpose of the activity is to provide meaningful paid work experience and development of good work habits for economically needy youth.

- 4) Voluntary group service agencies should exercise leadership in advocating the highest quality of performance by the governmental sector and educate the general public to the need for adequate tax funds to support the functions of cultural enrichment-informal education, and social maturation-social recreation.

GUIDELINE #4

Structure
Welfare!

The financing of the functions of athletics and physical education should be regarded as the responsibility of governmental agencies -
EVEN though they may contribute to the solution of special problems.

Rationale

Many functions once performed largely by the voluntary agencies have now been assumed by government. Public recreation departments and boards of education assume these functions of physical education and athletics to be their responsibility. All indications are that government will continue to accept responsibility for these functions and continue the trend of increasing appropriations for such programs and services.

The community cannot afford to have Welfare Federation allocations supplement major governmental programs, and in some cases, compete with them. Of course, agencies may select to use funds from other than Welfare Federation allocations to subsidize these functions.

Implications

- 1) Voluntary group service agencies should exercise leadership in advocating the highest quality of performance by the governmental sector, and educate the general public to the need for adequate tax funds to support quality recreation programs which include physical education and athletics. This is particularly needed in suburban communities which, with some exceptions, have significantly much less developed city

and school recreation programs than does the City of Cleveland, and where need does exist.

- 2) Welfare Federation allocations should not help to support these functions (gyms, swimming pools, leagues, etc.) by Y's, settlements, and other youth serving agencies. These services should be phased out or continued on a self-supporting basis without United Appeal funds.
- 3) The Welfare Federation should help agencies that wish to continue this service find more appropriate financing arrangements. For example:
 - a) The governmental sector should be encouraged to consider contracting these services from the voluntary agency where that seems most appropriate and a need for public recreation exists.
 - b) Considerations should be given to arrangements whereby the City Recreation Department and/or Board of Education provides the personnel for these functions using the voluntary agencies' facilities. This practice is already effectively operational in a number of settlement houses and should be expanded.

A position paper on Inter-Agency Cooperation developed by a Task Force of the National Recreation and Park Association in March of 1969 included as a new approach to inter-agency cooperation:

"The part-time leasing of private membership facilities by a public agency as a means of providing greater service without increased capital expenditures".

- (4) Voluntary agency personnel working with specialized groups ideally would utilize the services and/or facilities of the public sector as appropriate for meeting the needs of the specialized group.

GUIDELINE # 5

Voluntary funds should not as a general practice be used by group service agencies to provide basic human needs such as food, clothing, shelter, education, recreation, and medical care which government is obligated to provide.

Rationale

It is recognized and accepted that the private welfare sector should not, through its direct services, meet such needs which are a basic responsibility of government. The Welfare Federation "Guiding Principle" on the division of work between public and private sector states:

public agencies should take care of all services required by law, permitted by law, and those demonstrated as being a proper function of government.

Recent Social Security Amendments enunciate the right of the individual to an adequate income and medical aid when he is unable to obtain this for himself. "Charity" in the traditional sense of doling out food baskets, used clothing and toys is degrading to the dignity of the receiver and tends to perpetuate poverty and dependence.

At the same time, it is recognized that "until the goal of an adequate income is achieved there is an urgent interim need for the direct provision of food, (and other essentials) to those who cannot afford to purchase an adequate diet." ()

Implications

- 1) Group service agencies should engage more vigorously in advocating for all people an adequate income for every unemployable individual, and guaranteed employment for all those able to work, and in connection with this take more responsibility for interpreting to the public the need for adequate tax dollars for the governmental sector to meet its public obligation.

- 2) A more effective means of meeting emergency situations in the neighborhood must be developed. Neighborhood based agencies are not open or available to their neighborhood people twenty-four hours a day, and often at the times when emergencies arise (weekends or late evenings). Consideration should be given to working out formal arrangements for emergency service with the "caretakers" of the local neighborhood to whom people turn in time of trouble.

- 3) A continued vital role of the voluntary is to develop, test, and demonstrate the validity of providing service for needs not yet mandated to

3) (continued)

government. For example, the group service agencies should continue to demonstrate the validity of the need for government to provide pre-primary education to the two and three year old child.

GUIDELINE #6

Welfare Federation allocations should be made to agencies ONLY to the extent that annual evaluations by the Welfare Federation can be made of the effectiveness of performance.

Rationale

Principles of sound management, coupled with accountability to the public for utilization of Welfare Federation funds and Welfare Federation practical concerns, demand evaluation and measurement of the specific impact any actual program is having and on whom. A regular annual evaluation can also provide a measure of the extent to which agencies concentrate their activities on realistically limited but attainable goals.

Increased public awareness of extensive social welfare programs has also brought a growing demand for assessment of the effectiveness of those programs and particularly of the agencies which provide them. (9)

Implications

Program evaluations should be based upon:

- reports by the sponsoring agencies,
- assessments by the consuming public, and
- especially established mechanisms within the Welfare Federation for that purpose.

Presently there are few established criteria by which to evaluate the quality of any group service program. It will take money and time to develop meaningful measurement instruments for a range of different programs, but an immediate start should be made.

- 1) The Welfare Federation should take leadership in developing criteria by which to measure effectiveness of specified program

activities intended to perform specified functions. This entails establishing a different set of yardsticks for different programs. As an example of the type of criteria which might be developed for specific program activities:

- a) To determine effectiveness of national youth serving agency programs:
 - progress of the youth within the program e.g. achievement of specific rank or leadership position,
 - duration of membership,
 - number or proportion of units exposed to interracial activities
 - b) To determine effectiveness of programs with alienated, street corner teenagers:
 - degree to which and nature of behavior change e.g. more regular attendance at school, stop using drugs, stealing, fighting, etc.,
 - retention on a job
- 2) Each agency should simultaneously take responsibility for more clearly spelling out its intended objectives (end result) in performing any activity, and for measuring the extent to which these objectives are achieved. The agencies should be required to solicit the views of the clientele which any specific program seeks to serve in order to get their evaluation of the service, as well as some assessment from neighborhood groups.

SECOND DRAFT

II. B. PROBLEMS RELATED TO
APPLYING THE GUIDELINES
AND POSSIBLE SOLUTIONS

C O N F I D E N T I A L

PLEASE DO NOT SHARE WITH ANYONE

April 1969

PROBLEMS RELATED TO APPLYING THE GUIDELINES & POSSIBLE SOLUTIONS

In order for the Guidelines for group service agencies to have the most effective impact on solving community problems there are issues beyond the scope of this Committee, which in the judgment of the Committee should be reviewed. In the following the Committee identifies some of these issues.

The Committee recognizes that it is raising very complex and delicate issues. It believes the Executive Committee of the Welfare Federation will recognize the handicaps the Committee foresees in the implementation of these Guidelines without a full exploration of the issues and the alternatives.

- 1) SHOULD THE UNITED APPEAL SET ITS GOALS MORE CLOSELY RELATED TO THE ESTIMATE OF NEED RATHER THAN ON THE BASIS OF WHAT AMOUNT MIGHT BE COLLECTIBLE EACH YEAR?

The Committee recognizes the importance and the great pains which the U.A. goes through to establish a realizable goal of "success". However, the Committee is concerned that there will not be enough money available to handle effectively the functions which are suggested be given priority funding consideration under the Guidelines.

The Committee believes that "needs" must be re-assessed within the suggested "problem-focused" concept. The community should be made more consciously aware of the gap between this need and present resources -- and the resolution of problems that would be possible with adequate funds.

- 2) SHOULD THERE BE A REVIEW OF AGREEMENTS REACHED AMONG THE PARTNERS IN THE UNITED APPEAL AND THE COMMUNITY CHEST WITH RESPECT TO THE DIVISION OF FUNDS RAISED?

It is the Committee's understanding that such arrangements were effected at the time of initial contracts to a united fund-raising effort and were basic to agreements for a joint endeavor.

In the light of changing times, and the great impact of the current urban problems upon member organizations of the Welfare Federation, these agreements may have less validity today. This observation is not intended to suggest any judgment on the validity of a united fund-raising effort which included these organizations. It is to suggest that in these times a greater share of the proceeds should go to the most crucial needs and that the prospect of this happening under the present arrangement would be limited.

3) SHOULD THE FINANCIALLY PARTICIPATING AGENCIES DIVISION REVIEW ITS DECISION TO HAVE SEPARATE BUDGET COMMITTEES FOR "NATIONAL" GROUP SERVING AGENCIES AND "LOCAL" GROUP SERVING AGENCIES?

Under the present two-committee system, a comprehensive review of all group serving agencies and an application of the Guidelines becomes impractical. For example, work with alienated teenagers is performed by both the Y's and the settlements. The funding responsibility is divided between the National R & A Committee for Y's and the Local R & A Committee for settlements. Neither allocation committee necessarily knows the nature of the other's agency funding requests for this service nor the action taken by either committee in relation to such requests. (This would seem to represent an ineffective system of resource allocation based on program selection.)

The Committee understands that this two-committee arrangement was effected for purposes of manageability of a large number of agencies. Should not consideration be given to a different manageability arrangement such as dividing the two committees according to functions or having one committee with sub-committees?

- 4) SHOULD THE WELFARE FEDERATION TAKE RESPONSIBILITY TO ESTABLISH A MECHANISM WHEREBY OUTSIDE FUNDS BEYOND UNITED APPEAL CAMPAIGNS MAY BE SECURED FOR THOSE FUNCTIONS DESIGNATED AS PRIORITY?

Other sources of funds (government & foundation) are available to perform the problem-focused services referred to in the Guidelines, but individual agencies do not have the manpower to spend the time required to develop proposals and seek the sources of funding.

Either the Welfare Federation should consider providing this technical service centrally to all of its agencies, or support the agencies in obtaining this manpower expertness to do this for themselves.

- 5) SHOULD THE WELFARE FEDERATION CONSIDER ACCEPTING INTO FINANCIAL PARTICIPATION ORGANIZATIONS NOT NOW COVERED BY MEMBERSHIP WHO PERFORM THE PRIORITY FUNCTIONS REFERRED TO IN THE GUIDELINES?

Type of organizations who are relating themselves intimately with the resolution of urban problems, and who might be considered for financial participation if they wish to apply, include neighborhood development corporations and housing groups. A different type of financial membership might be considered since such groups often fear losing their

effectiveness with the grass roots people if they become too closely identified with the "Establishment".

Consideration should also be given to settlements providing the sponsorship for such organizations, and providing supportive funds directly out of their own budget, or seeking additional funds for this purpose.

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G L O S S A R Y O F F U N C T I O N S

NEIGHBORHOOD ORGANIZATION, DEVELOPMENT, AND SOCIAL ACTION

Specific objectives of neighborhood organization and development services are to: (1) develop effective citizen participation, organization and leadership skills among residents for self-help and community action programs in both neighborhood and city-wide problem solving; (2) mobilize health, welfare, and recreational agencies to maintain and establish needed services in the neighborhood.

Social Action provides for social protest and reform on broad economic, political, and social issues pertaining to the welfare of human society.

Activities are aimed at improving the quality of life and livability of neighborhoods and include work with area councils, street clubs, problem-focused task groups, etc.

SPECIAL PROBLEM FOCUSED SERVICES (SOCIAL REHABILITATION)

The objective of special problem focused service is to alleviate, control, or treat a problem situation identified in individuals, families, or groups.

Such service is also referred to as social adjustment and/or rehabilitation.

It provides for the redirection of energies toward positive social goals; the raising of levels of aspiration, the reduction of maladaptive behavior patterns, and the healthier expression and fulfillment of individual and group potentialities.

Activities include the provision of ego-models through the use of leadership in direct contact with groups and individuals in need of rehabilitative influences; encouragement of constructive activity and democratic values; use of role playing, individual and group counseling, and other therapeutic techniques; street gang work by detached workers; and special work with isolated, withdrawn senior citizens.

Activities may also include assistance to persons in identifying and securing needed services; inter-agency case conferences and consulting with other agencies on behalf of an individual, family, or group.

CAMPING

Includes at least five basic elements: out-of-doors, recreation, group living, education, and social adjustment. Purpose is to provide an opportunity for getting acquainted with and learning to enjoy nature and campcraft; and to promote intellectual, emotional, physical, social, and democratic development, self-reliance and resourcefulness.

Activities include campcraft, swimming, nature lore, conservation, outdoor and indoor recreation, athletics, and group social programs.

CULTURAL ENRICHMENT AND
INFORMAL EDUCATION

Provides for the development of self-expression, cultural and artistic abilities and for the cultivation of hobbies. Activities include individual and group instruction in special cultural interests e.g., arts, music, drama; and performing groups.

Provides for the continued learning of new skills and knowledge to the extent the individuals' capacities permit. Supplements the formal education process (non-academic, non-accredited). Activities include tutoring and remediation crafts, consumer education, etc.

SOCIAL MATURATION,
CHILD DEVELOPMENT AND
SOCIAL RECREATION

Provides for the social development of children and youth along with character building and the transmission of social values and customs, and the development of leadership potentials. Provides for the maintenance of social skills and group relationships during leisure time for the adult and senior citizen.

Activities include a wide range of group activities and learning experiences, e.g., nursery and playschool, club groups, troop type program, dances, parties, and lounge/gameroom.

PHYSICAL EDUCATION
AND ATHLETICS

Provides for the development and maintenance of physical skills, stamina, good physical condition, and sportsmanship.

Activities include provision of physical facilities (indoor and outdoor) suitable for sports and exercise; supervision by trained staff of games, practice, and team play; encouragement and guidance of progress in athletics and skill in sports; ancillary preventive or curative medical programs; and general physical health and safety programs.

PRELIMINARY ANALYSIS OF INVENTORY MATERIAL

Thirty (30) agencies were sent inventories. Of these one, the United Area Citizens Agency will be analyzed separately from the others by virtue of the nature of its program i.e. citizen organizations at its clientele.

Of the other 29 agencies, 15 have responded. Of these two branch operations will be analyzed as separate entities since they serve distinctly separate geographic areas -- Collinwood Multi-Service Center (branch of Alta House) and Riverview Community Center (branch of West Side Community House).

Inventories have not yet been returned by most of the national youth serving agencies which do have a very large number of clientel.

The following observations are in relation to the 17 agencies (2 branches) about whom we have information: -

I. SIZE OF CLIENTELE # 109,462 Total

Number of different persons served by each agency

AGE GROUPS AND PARTICIPANTS # 74,751 Total

The largest numbers served are in the age groups 6-11 yrs. and 12-14 yrs.

By an overwhelming proportion, the 6-11 yr. age group is the group with the highest number of participants (46,000) in contrast to the next highest participant group the 12-14 yrs. (9,000).

The smallest numbers served are in the age groups under 6 yrs. and 18-29 yrs. (2,000).

In all programs serving the senior citizen, females by far predominate and in some cases comprise the total population served. For example, Merrick House serves 60 senior citizens, all of whom are females.

II. SERVICE CAPACITY

Question III. Population Groups Served, request for "potential number of participants" referred to the actual capacity number the agency could serve within its present resources.

Where there was not at least a differential of 25 between the actual participants and capacity, the agency was considered to be at capacity.

INCORRECT RESPONSE	1	Friendly Inn
NO ANSWER OR UNKNOWN	6	Bell Center, Girl Scouts, Merrick House
AT CAPACITY	3	Riverview, Boys' Club*, West Side Community House
<u>NOT</u> AT CAPACITY	7	Alta House, Collinwood, Music School, U.A.W. Centers, Glenville Center, Mt. Pleasant, Phillis Wheatley

Therefore, at least half of the agencies responding thus far are not presently serving to capacity. The most dramatic cases of disparity between actual and possible numbers served are below:

<u>AGENCY</u>	<u>SERVING</u>	<u>CAPACITY</u>
Alta House	652	1,248
Collinwood	985	2,989
Phillis Wheatley	2,620	4,100
Golden Age Centers	1,694	2,650

III. SOCIAL MATURATION FUNCTION

The largest expenditure for any single program under the social maturation function is for early child development (in most cases accounting for more than one-half of agency's expenditure for this function.

* (staff note: Although Boys' Club indicates it is serving capacity, in fact it is not since the agency has served 1,000 in the past with the same budget. The boy population in the area has declined dramatically due to freeway dislocation.)

Of the 17 agencies responding nine (9) conduct early child development programs. In a number of instances funds for this service come from federal Headstart program, foundation, and Cleveland NOW sources.

SOCIAL MATURATION FUNCTION -
TABULATION OF EARLY CHILD DEVELOPMENT SERVICES
(Nursery, Headstart)

<u>AGENCY</u>	<u>TOTAL FUNCTION of</u> <u>SOCIAL MATURATION</u>		<u>EARLY CHILD DEVELOPMENT</u>	
	Amount	# Served	Amount	# Served
1) <u>Aita House</u>	6,000	332	3,100	20
2) <u>Bell Center</u>	8,000	231	UN	18
3) <u>Friendly Inn</u>	44,000	640	28,000	25
4) <u>Glenville</u>	37,197	164	21,744	34
5) <u>Merrick House</u>	52,000	1,003	41,000	71 (Pre-School & <u>School</u> <u>Age Day Care</u>)
6) <u>Mt. Pleasant</u>	6,800	492	2,200	61 (Does not include CEO and NOW funds)
7) <u>Phillis Wheatley</u>	31,000	466	26,000	216
8) <u>University</u>	10,387	507	4,906	58
9) <u>West Side Community</u> <u>House</u>	39,000	365	35,000	31 (Day Care Program)

IV. SPECIAL PROBLEM FOCUSED-SOCIAL REHABILITATION FUNCTION

The reporting system in agencies does not lend itself to an accurate accounting of individuals and groups served according to the focus of their problem.

For the most part the primary focus of work within the group service agencies has not been problem-focused but rather people-focused. As problems of an individual or group are identified, the agency attempts to resolve the problems. But groups are organized and programs are offer for purposes other than problem-solving.

The location of some agencies and their neighborhood constituency can also serve to define the problem-focused population e.g., the culturally deprived and migrant Appalachians.

Of 17 agencies responding:

- Only one worked with alcoholics (aprx. 30)
- One indicated service to a tenant union group (15)
- Four indicated work with youth having school problems, including drop-outs (401)
- Nine served alienated-anti social teens and young adults (863)
- One worked with unwed teens (70 females)
- Five served pre-delinquent and delinquent pre-teens (372)
- One has worked with public assistance clients (98)
- Four agencies served retarded and slow learners (123)
- Four have worked with unemployed teens and young adults (525 est.) And one has worked with unemployed adults (30).

The above are only indications of some of the kinds of problem-focused groups being served and the number. It is probably in most case lower than the actual figures but is a result of the inadequate agency reporting system.

For example, one agency which had vocational rehabilitation grant last year from the Bureau of Vocational Rehabilitation, and is located in a public housing estate indicated that the agency does not work with problem groups as such.

On the Special Problem focused function form five agencies indicated some employment services to 485 individuals.

V. OTHER FUNCTIONS

A. Physical Education and Athletics

Nine agencies perform this function for a cost of \$303,790 serving 10,298. Aprx. \$16,000 of this cost is borne by the public recreation agency. (This does not yet reflect YM-YWCA service which should increase these figures significantly.)

Serious question should be raised about Alta House spending \$30,000 for this function and serving 582 persons. And about Bell Center spending \$12,000 to serve 874 persons -- particularly in view of the New City Recreation Center and Play area. (Thurgood Marshall) located a few blocks from the Center, and in view of the serious social, economic, and environmental problems in the Hough area, which Bell Center serves.

B. Camping

Fourteen agencies provide camping services at a cost of \$296,410 to 31,033 persons. Of this total figure served 25,922 are with the Girl Scouts and 988 represent recruitment activity by the settlements and U. A. W. Center (senior citizens).

C. Neighborhood Organizations and Social Action

All agencies indicate a degree of activity and this function represents an expenditure of \$141,982. (excludes work of United Area

Citizen Action Agency whose total budget would be allocated to this function except for general administration (Total budget \$224,000; \$44 general administration).

THE WELFARE FEDERATION

SERVING THE CLEVELAND
METROPOLITAN AREA

1001 HURON ROAD
CLEVELAND, OHIO 44115
TELEPHONE 781-2944
AREA CODE 216

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COMMUNITY PLANNING
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HAROLD E. BOEHM
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COMMUNITY SERVICES
DIVISION
MRS. FRANK H. PORTER
Chairman

FINANCIALLY PARTICIPATING
AGENCIES DIVISION
A. A. SOMMER, JR.
Chairman

April 23, 1969

M E E T I N G C O N F I R M A T I O N

TO: Group Services Study Committee
FROM: Carol B. Bailey, Staff Secretary
RE: MEETING CONFIRMATION
DATE: Friday, May 2nd
TIME: 2:00 p.m. to 3:30 p.m.
PLACE: Room 300, 1001 Huron Road

Our meeting will be with the Executive Committee of the Board of Trustees and chairmen of the two Group Service Review and Allocation Committees (list attached).

The Board is meeting over the noon hour and will be finished with its meeting at 1:30 p.m. We are allowing them until 2:00 p.m. to get from their meeting at Halle's to our meeting.

If you can arrive at 1:30 p.m., I know that Mr. Gillen would appreciate it in order ~~that~~ members of the Committee might have a "last-minute" together to review the intent and plan for the meeting.

Enclosed is the "Summary" which was sent to the Executive Committee.

CBB/bg

R.S.V.P. - enclosed postal card

**WELFARE
FEDERATION**
MEETING HUMAN NEEDS FOR



BRINGING TOGETHER MORE THAN 200 ORGANIZATIONS FOR COMMUNITY PLANNING IN HEALTH, WELFARE AND RECREATION
Supported through the United Appeal

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F.P.A. Division Chairman

GROUP SERVICES REVIEW &
ALLOCATION COMMITTEES

John S. Rea
National Review Committee Chairman

Walter C. Kelley, Jr.
Local Review Committee Chairman

THE WELFARE FEDERATION

April 25, 1969

SERVING THE CLEVELAND
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M E M O R A N D U M

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A. A. SOMMER, JR.
Chairman

TO: Group Services Committee Members

FROM: Carol B. Bailey, Staff Secretary

RE: DRAFT MEMO TO BOARD OF TRUSTEES' EXECUTIVE COMMITTEE
May 2nd Meeting -- 1:30 p.m.

It has been a struggle!

I hesitate to send to the Board any document not approved by you.

The enclosed reflects a second re-working of an earlier memo I sounded out with a few Committee members. Based on their suggestions -- the enclosed.

Basically, I was told by some members: --

1. Keep the memo brief
2. Point out only those areas which would present problems beyond our control and resolution --
3. Not to share "guidelines" at this point. This gets too detailed. They may change as we gain more information and insights from our meetings with consumers and agencies, and from the inventory material.
4. Get at the heart-of-the-matter which is the funding process itself.

Please call me if you do not agree with this memo -- by Monday, April 28th, after 1:00 p.m. Sorry to rush you so but we must get something in writing out to the Executive Committee.

Thanks so much!

CBB/bg



M E M O R A N D U M

[Apr 25, 1969]

TO: Executive Committee, Board of Trustees, Welfare Federation
FROM: The Group Services Study Committee
SUBJECT: Meeting on Friday, May 2, 1969, 2:00-3:30 p.m., Room 300

The Group Services Study Committee is making an unusual request in asking for this meeting with the Executive Committee. As a committee of the Community Services Division we are by-passing the Division at this time with the consent of the Chairman. We believe the nature of the issues involved and the implications of our current thinking on funding and community relations necessitates our having the benefit of the thinking of the top officials in the Welfare Federation.

In September of 1968 the Community Services Division charged this Committee with the responsibility to establish policy guidelines as to the functions of voluntary group service and neighborhood based agencies in the Cleveland area in relation to present day needs and resources.

The policy guidelines are being designed to be utilized by the financing, planning, and service arms of the Welfare Federation as a basis for funding and related decisions; and by the boards and staffs of the voluntary group service agencies as they plan and adjust their programs in the future.

To date, the members of the Committee have had discussion with board members and/or executives and staff of most of the voluntary group service agencies. The Committee has issued an inventory to obtain detailed program and funding information on each agency; members have met with a number of inner-city citizen groups and with the Area Councils Association to get their thinking; and the Committee has developed what may be possible guidelines. We expect to hold a workshop with agency board members and executives in the immediate future to get their thinking about possible guidelines.

[Apr 25, 1969]

The Committee believes that the voluntary agency system is at a very critical period. Questions are being raised and criticisms leveled from many segments of the community about the priorities for which United Appeal dollars are being spent and about the role of the voluntary agency in today's world.

The Committee believes that the voluntary sector must decide whether or not adjustments should and can be made in order to meet the serious social needs of an increasingly complex community. The Committee has developed a tentative set of "guidelines" which attempt to point new directions for allocation of scarce community resources to the group services segment of the voluntary system. However, the Committee is concerned that the adoption of new guidelines -- new policy criteria -- would result in potentially serious problems in funding and community relations. To illustrate:

1. United Appeal Goal

Our present funding processes do not attract enough funds to meet all needs, to perform adequately all possible group service functions, and perhaps not even enough to perform any one function adequately.

Our overall approach to financing activities -- the setting of an attainable goal -- leads both the givers and the receivers to conclude that funds are adequate to do the tasks. This happens in spite of publicity to the contrary.

Can we afford to change the present approach; and set U.A. goals more closely related to need; and to interpret this to the community?

2. United Appeal-Agency Agreements

In light of the changing times and the great impact of current urban problems upon member organizations of the Federation, should there be a review of agreements reached among the partners in the United Appeal and the Community Chest with respect to the division of funds raised and to the evaluation of their expenditures?

[Apr 25, 1969]

Earlier agreements may have less validity today. The Committee believes that in these times a greater share of the United Appeal proceeds should go to the most crucial needs and the prospect of this happening under the present arrangement would be unlikely.

3. Establishing Priorities

Failure to secure adequate funds to perform all functions results in inadequate service being provided to the community. Should we try to do the best we can with the inadequacy by establishing priorities?

Priorities would probably result in stressing problem focused, curative, or ameliorative services in preference to broad educational, character-building, and recreation activities. To make this effective would require a re-combining of the National and Local Review and Allocation Committees.

Establishment of priorities would undoubtedly result in a redistribution of funds from suburban communities into the inner-city.

The results of a redistribution of funds based on priorities could be the defunding of some of our strongest, most effective, and most dollar-raising programs.

Agencies performing these lesser priority functions might well choose to move outside of the Federation or to act in direct conflict with the Federation's rules in order to attain adequate funds to do the job as they see it to be done. What are the advantages and disadvantages to this approach?

What are the alternatives?

4. Allocations for Functions

Once establishing a set of guidelines which reflect an order of priority ranking for funding consideration, it would be necessary to adopt an allocation system which would make funds available to agencies for specific

[Apr 25, 1964]

functions and not for others which the agency may perform. One alternative could be to shift to a system where U.A. funds could be used to purchase certain functions.

Committee considerations on this also include the question of funding organizations not now members of the Federation who perform priority functions.

This would be a major shift and probably would have to be applied to all fields of endeavor if adopted.

5. Other Sources of Funds

Should the Welfare Federation take responsibility for seeking additional funds beyond United Appeal campaigns for those functions designated as priority? Either the Federation might consider providing technical grantsmanship service centrally to all of its agencies or supply agencies with the funds to do this for themselves.

M I N U T E S

GROUP SERVICES STUDY COMMITTEE

CONSUMER MEETING

A meeting was held at the Portland-Outhwaite Recreation Center, 2511 East 46th Street at 4:00 p.m., April 17, 1969.

Attending the meeting were:

Residents:

12 youths, ages 15-18
1 girl, same age
Mr. James Slade, group leader
Central N.O.C.
Mrs. Carter, acting Director,
PORC
Mr. Jones, PORC staff
Mrs. Young, Central Area resident
Mr. George Schumacher, F.I.
student-staff
Two mothers, from area

Committee:

Mrs. William C. Treuhaft
Mr. H. H. Brookseiker
Mrs. Mary Boenka, staff

Mr. Slade opened the meeting, thanking the boys and staff for coming. Mr. Brookseiker and Mrs. Treuhaft explained that the purpose of the meeting was for them, as representatives of the Welfare Federation, to learn what the young people both like and need in the area of group services.

The boys seemed shy at first, but a Mr. R. opened the discussion by saying they needed more arts and crafts supplies. He would also like to be employed as a music teacher but cannot find this kind of work as he has little formal education. Another boy said they needed pool tables. One youth said the settlements should be open for drop-in activities and space made available free for neighborhood group meetings.

[Apr 28, 1969]

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The meeting focused on the need for long-term meaningful employment for young men. Many of those present were school drop-outs, some had completed training programs, some had been to AIM-jobs, but none had found work. Mr. Jones articulated their needs, assisted by Mrs. Young, and finally by some of the boys, saying their real needs are economic; many drop out of school for lack of decent clothing; they each need \$400 to graduate "proud."

The one girl present was still in school and said her employment needs were different; she wants part-time clerical employment now and also later to help her financially through further training after high school. Her school counselor was unable to help her.

The residents and staff persons present were quite dissatisfied with the Welfare Federation, both for funding programs irrelevant to real needs and also for attempting to "by-pass" them in setting up the meeting. We explained that since the Welfare Federation has usually dealt with agency staffs and as a result was sometimes accused of being irrelevant, we were attempting to go directly to the people.

One adult resident said that the Welfare Federation did not really know how its money is spent in the area; the Federation only knows what the agency directors want it to know. She and another mother intimated they knew more than they were willing to trust telling at this time. One point they agreed was highly undesirable was refusal by agencies to permit citizen groups to use meeting rooms free of charge.

Mr. Slade suggested the boys be dismissed and the adults, plus a few youths, pulled into a smaller discussion group. Distrust of the Welfare Federation was aired plus fear that its representatives here would not have power to implement any recommendations made. The

[Apr 28, 1964]

- 3 -

committee members attempted to describe both their limitations and their honest intent and this seemed acceptable. The staff and mothers present made the point that the resident-staff who are in close contact with neighborhood people are a reliable source of information on area needs; they represent different views than those of the executive directors.

They urged the committee members to return for another meeting with additional staff persons from several agencies as soon as possible. The Welfare Federation representatives present agreed and a meeting was arranged for Monday, May 5th at 1:00 p.m. Mr. Slade and Mrs. Young will contact staff and find a place to meet.

Mary Boenke
Acting Secretary

April 28, 1969

Mrs. Carol B. Bailey
Staff Secretary
The Welfare Federation
1001 Huron Road
Cleveland, Ohio 44115

Dear Mrs. Bailey:

I regret that I will not be able to be at the meeting on May 2nd. Your draft memo covers the points but it seems to me that we ought to say what we believe since in any case the Executive Committee of the Federation will make the final policy judgments. Everything is "Should we?" "Should we?" I frankly think we have gone far beyond that point. The Federation may accept, reject or modify, but we should state our case. Which is to say that I hope the presentation is not made in the form indicated.

Sincerely,

DANIEL JEREMY SILVER

DJS:rvf

THE WELFARE FEDERATION

April 29, 1969

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TO: Executive Committee, Board of Trustees
Welfare Federation

FROM: The Group Services Study Committee

SUBJECT: Meeting on Friday, May 2, 1969, 2:00-3:30 p.m.
Room 300

The Group Services Study Committee is making an unusual request in asking for this meeting with the Executive Committee. As a committee of the Community Services Division we are bypassing the Division at this time with the consent of the Chairman. We believe the nature of the issues involved and the implications of our current thinking on funding and community relations necessitates our having the benefit of the thinking of the top officials in the Welfare Federation.

In September of 1968 the Community Services Division charged this Committee with the responsibility to establish policy guidelines as to the functions of voluntary group service and neighborhood based agencies in the Cleveland area in relation to present day needs and resources.

The policy guidelines are being designed to be utilized by the financing, planning, and service arms of the Welfare Federation as a basis for funding and related decisions; and by the boards and staffs of the voluntary group service agencies as they plan and adjust their programs in the future.

To date, the members of the Committee have had discussion with board members and/or executives and staff of most of the voluntary group service agencies. The Committee has issued an inventory to obtain detailed program and funding information on each agency; members have met with a number of inner-city citizen groups and with the Area Councils Association to get their thinking; and the Committee has developed what may be possible guidelines. We expect to hold a workshop with agency board members and executives in the immediate future to get their thinking about possible guidelines.

The Committee believes that the voluntary agency system is at a very critical period. Questions are being raised and criticisms leveled from many segments of the community about

WELFARE
FEDERATION
MEETING HUMAN NEEDS FOR



the priorities for which United Appeal dollars are being spent and about the role of the voluntary agency in today's world. The Committee believes that the voluntary sector must decide whether or not adjustments should and can be made in order to meet the serious social needs of an increasingly complex community.

The Committee has developed a tentative set of "guidelines" which attempt to point new directions for allocation of scarce community resources to the group services segment of the voluntary system. However, the Committee is aware that the adoption of new guidelines and new funding policies may result in potentially serious community relations problems. To illustrate:

Establishing Priorities

The Committee believes that priorities in use of available Federation funds should be for problem focused functions. Funds should be used for curative, or ameliorative services in preference to broad educational, character-building, and recreational activities. To make these kinds of priority decisions would undoubtedly result in a redistribution of funds from suburban communities into the inner-city.

The redistribution of funds based on these kinds of priorities could result in significant reductions in the funding of some of our strongest and most effective organizations from a fund-raising standpoint -- organizations whose services are needed, but which in the system of priorities suggested would have low priority for Federation funds.

It is recognized that such agencies might well choose to move outside of the Federation or to act in direct conflict with the Federation's rules on solicitations in order to secure adequate funds to serve their organization purposes.

Allocations for Functions

Once priority guidelines are established, it would be necessary to adopt an allocation system which would make funds available to agencies for selected functions performed by them. Allocations would not be made for other functions which the agency may perform even though appropriate for the organization's purposes.

If this approach to funding were adopted, consideration could be given to funding organizations not now members of the Federation who perform functions that fit the priorities selected.

Executive Committee
April 29, 1969
Page 3

It is recognized that this would be a major change and probably would have to be applied to all fields of endeavor if adopted.

Other Sources of Funds

The Committee believes that the Welfare Federation should take responsibility for seeking additional funds beyond United Appeal campaigns from the government and foundations for those functions designated as priority. Either the Federation should consider providing technical grantsmanship service centrally to all of its agencies or supply agencies with the funds to do this for themselves.

THE COMMITTEE'S QUESTION TO THE EXECUTIVE COMMITTEE

The Committee's question to the Executive Committee is whether or not strong pursuit of this kind of a priority and funding approach to use of Welfare Federation funds will have the support of top Federation leaders. What are the advantages and disadvantages to this approach? What are the alternatives?

M I N U T E S

GROUP SERVICES STUDY COMMITTEE

CONSUMER MEETING

Members of the Group Services Study Committee met with the Hough Community Opportunity Board at the Hough Neighborhood Opportunity Center, 7612 Hough, at 8:00 p.m. on Friday, April 25, 1969.

Present:

Rev. G. M. Campbell, President, C.O.B.

Ralph Finley, Director CEO

2 Health Center representatives

Approximately 35 members Hough C.O.B.

Group Services Study Committee:

Melvin Arnold

Mrs. Doris Gilmer

Mrs. Mary Boenke, staff

Rev. Campbell chaired the meeting, had several reports read and accepted by the group first, and then asked the Welfare Federation representatives to come forward.

Mr. Arnold explained that the purpose of the committee was to study the group services now provided by the Welfare Federation funds as well as by other organizations, to talk with residents about their needs and preferences, and to make recommendations to the Welfare Federation Board for improving group services.

The residents present made the following observations:

- The 12-16 age group needs greatly expanded recreation facilities. (Churches take care of the younger age groups pretty well).
- Although Hough has more day nurseries than any other area, this is a "drop in the bucket." Many more day care centers are needed so mothers can work.
- The City play area at 79th & Lagrange needs fencing and staffing. One person present said she supervises there as a volunteer and this is very inadequate coverage.
- Programs for young children must be separated from those for older children.
- Although the Opportunity Center is open evenings for the teenagers, it does not have adequate space or equipment and there is no other drop-in center in Hough. There was consensus that teen drop-in centers are badly needed.

[Apr 29, 1964]

- When asked which they would choose if funds were available for outreach workers or more programs inside buildings, the groups said they wanted help getting their young people and trouble-makers off the streets.
- The group also concurred when one man said that "you have to have some where to take them" and there is need for facilities to attract the youngsters off the streets.
- Discussion then became focused on the overriding need for relevant and attractive jobs for youth and better training, both in vocational high schools and at the job centers.
- One woman said there were people in Hough who didn't want to work. This was followed by heated comments indicating that if there were enough good jobs available, plenty of people would work and the few not working would not be a major source of concern.
- Questions were asked about experiences with settlements in the area, scouts, etc., as well as possible need for more neighborhood organizers, housing programs, adult programs and centers. There seemed to be little interest in these and one person even commented that there were enough housing projects going on currently.
- Rev. Campbell raised the question concerning how much power the committee had to implement their suggestions. The answer given was that the funds available were limited, and that suggestions from numerous groups were being considered, but that their comments would be seriously considered and the committee was very committed to improving the services provided by the Welfare Federation member agencies.
- One spokesman said that if the settlements are going to have interest groups, they should include subjects like photography which can also train people for hobbies which can supplement family incomes.

Appreciation was expressed for the time and information given by the residents to the Study Committee persons present.

Mary Boenke
Acting Secretary

M I N U T E S

Group Services Study Committee

Consumer Meeting

A meeting was held at the Glenville Opportunity Center with the Glenville Community Opportunity Board on Monday evening, April 28, 1969. Since this was a regular monthly meeting of the C.O.B., the committee members were invited to come at 8:45 p.m. Approximately one hour and a half was spent in discussion of neighborhood needs and views on group services.

Those present included:

Glenville:

Mr. Edwards, President
12 women
2 men

Committee:

Mr. William West
Mrs. Julian Madison
Mrs. Doris Gilmer
Mrs. Mary Beenke, staff

Mr. West explained the purpose of the committee to the group and copies of the statement about the committee were distributed.

The following observations were made during the meeting:

- This is a low income area and everything is needed.
- Day care centers are needed. The privately owned centers are too expensive; GEO has too few facilities; one center near-by is not up to code and charges \$25 per week per child. There are some church day care centers reimbursed by County Welfare and AIM-Jobs. Mr. West observed that legislation for state licensing is currently needed in order to proceed with federal funding.
- Golden Agers in the Ansel Road high rise apartments need transportation to shopping facilities. Sav-More is the only store furnishing transportation, but the Golden Agers wish to shop in other super markets.
- Some Golden Agers want jobs and they do not want their rent raised if they earn a few dollars at part-time work.
- The YMCA fees are too high for this area. Also, they will not let the boys in unless their mothers will come with them at a specified time which is not always convenient.
- The teenagers need relevant training for meaningful jobs. Outreach workers are needed, but the consensus was that if good jobs were available, word would get around and the young people would want them.

[May 2, 1969]

- 2 -

- If the Welfare Federation Board were sincere, they and their friends would provide more good jobs.
- In answer to questions about Scouts, the women answered that this is a middle-class program which does not appeal to their children. It would be better to provide funds to neighborhood people to arrange their own programs for the children.
- The schools and YM & YW should relax their rules and open their doors to neighborhood children. Pools, dancing, and YV would attract many children off the streets. Parents would help chaperon if these facilities were available.
- One neighborhood group of adults, in consultation with the youths, refurbished a building on 125th & St. Clair, but then did not have money to operate it. The Red Cross now provides some financial support for this youth center.
- One father said there are too many little scattered facilities; they should be consolidated with one big center where all children are welcome and there is plenty of activity available -- like Friendly Inn used to be on Woodland. Mr. Edwards pointed out that many mothers want near-by centers for their children who cannot travel too far in limited time available after school.
- The Glen Smith health center cannot accommodate people who want physical examinations.
- There should be laws prohibiting the sale of liquor and glue to children, "right under the councilman's nose."
- There is a great need for housing for large families. Single homes should be built; apartments are only cages which turn people into animals.
- Street clubs should be funded directly for house repairs.

Residents and committee members discussed basic issues:

- New programs must be formulated in the community.
- Residents must "ride herd" on the planners and make sure that the community requests meaningful programs and not just "fluffy" ones.
- WF must become accountable directly to the people and to real needs.
- WF must become involved in social action issues such as legislation for day care licensing, governmental funds for broad programs, and encouragement of business to develop meaningful job opportunities.

Appreciation was expressed by the committee to the residents present. The Glenville residents said it was too bad the WF had to ask what is needed; they should be out in the community and know what is needed.

Mary Boenke
Ad hoc Secretary

M I N U T E S

A second meeting was held at the Portland-Outbweite Recreation center with residents and/or staff of the Central Area, at their request, Monday, May 5, 1969 at about 1:30 p.m.

Those present were:

Residents and/or staff

Miss Joan Morris - resident, CSD volunteer
Mrs. Carol King - WRO, YWCA
Mrs. Lois Forrest - Central YWCA
Mr. Richard Floyd - Cedar YMCA
Mr. Romie Stephens - Hough Development Corp.
Mrs. Carter - Acting Director, FORC

Committee

Mr. H. H. Brookseiker
Mrs. Carol Bailey, staff
Mrs. Mary Boenke, staff

Discussion focused on a number of services and needs in the area.

Existing programs are inadequate:

- Existing programs are not well utilized because they are not well known in the community. Even agency staff are not always familiar with neighborhood resources and the Community Information Center is not able to correct this. Maternal and Infant Care is an example of a program that was so poorly utilized that it recently moved out of the community. A community newspaper is needed.
- There is concern that some agencies are not doing what they tell the Welfare Federation they are doing; their figures and program descriptions are not reliable. Numbers should not be important; if a program serves a few people well it is worthwhile.
- Some agency staff are not sensitive to the people in the area.
- Boy Scouts is a very nice middle class organization - IF all one has to worry about is when to get a bike (instead of if) and what one likes to eat (instead of whether there is enough food to go around). Tying knots is not high priority in the ghetto. By and large the costs are also too great for the children and also the costs to parents of serving as a volunteer.

[May 8, 1968]

Employment and relevant training are high priority:

- Quality jobs are a primary need in the area. This refers to jobs that pay enough to support a family and that have a future.
- The Youth Employment Program is a good one, geared to the summer employment needs of the 14-16 year age group, but the allotment of 252 jobs for all of the Central area is not nearly enough.
- The Cedar YMCA has recently set up a program for youth, ages 15-26, training them to be lifeguards. 88 signed up and 42 will probably finish. They will then be employed by the Y's, the City, and by some Country Clubs.
- The job situation is a complex one. Facilities for day care of young children must be provided and help in dealing with multiple family problems is needed before many women can consider employment.

Supplementary Education is needed:

- Education in the local school is deadening. Youngsters should be permitted more flexibility in selecting subjects which interest them; they tend to drop out rather than take unwanted subjects.
- Although classes at the Portland-Outwaite Recreation Center are not primarily educational, children are learning mathematics and reading skills in such classes as airplane building.
- Settlements should have good attractive recreation programs to attract youths and then also require a half hour of reading class. College preparatory classes should be provided.
- Settlements should also teach skills, such as machine shop, electronics, and food service and management that would help augment incomes.
- Craft classes in settlements should appeal to neighborhood values and teach how to sew dashikis instead of blouses, how to make African jewelry and lamps rather than only American style products.

Community and/or resident control is necessary:

- There was high consensus that the community should select and control the programs, and perhaps agencies, in the area. One person involved with CEO's recent efforts to involve citizens in starting multi-service center planning said that if real community control were developed, it could refuse to permit agencies to operate in the area, unless they were judged relevant by residents.
- Formerly, programs were developed by outsiders and presented to the community as a finished package; this is seen as a form of colonialism. People serviced must be involved on Boards and Committees, even in fund raising, and the full development of area programs.

[May 8, 1969]

- The Cedar YMCA now has residents and youths on all its committees and Board. (The YMCA Central Board has voted to dissolve itself and will be re-created with 2/3 residents and 1/3 members from the community at large).
- Identity is desperately needed. The community should identify their own black hero, their own sense of beauty, and then also do their own job development.
- If residents ran the settlement programs, they would make these relevant to the neighborhood, incorporating neighborhood values and relating to basic area needs.

Area representation at this committee is recommended;

- The group present wished to send a "live" representative back to the committee to convey the needs of the area directly. The committee representatives present promised to convey this message and recommend that this be done and then notify the residents present.

Mary Boenke
Ad hoc Secretary

M I N U T E S

GROUP SERVICES STUDY COMMITTEE

CONSUMER MEETING

Members of the Group Services Study Committee met with young people from the near West Side at the West Side Community House on Wednesday evening, May 7, 1969 at 8:00 p.m.

Those present were:

Neighborhood Young People

Sandy - white girl, 18, works at the Community House
Debbie - white, 16, 10th grade, friend of Alexa
Alexa - white, 16, drop-out, worked at Drop-in Center
Jerry - black, quiet, 16, 9th grade
Malcolm - Spanish American, 15, 9th grade
Steve - white, 17, in school
(Mr. Tony Walsh - youth worker from Community House)

Committee

Mr. Malvin Arnold, member
Mr. Ralph Vera, member
Mrs. Mary Boenke, staff

Mr. Walsh, who had arranged the meeting for the committee, met with the group until the conversation was started and then left for another meeting.

Mr. Vera briefly described the purpose of the committee in terms of understanding the young people and their needs in the area and raised a number of questions with the youths regarding their use of and attitude towards local services.

They gave the following information:

- All of the youths present were very enthusiastic about the Drop-in Center, which had been open for several weeks and then closed, ostensibly due to housing code violations, but in reality due to objections by local businessmen who feared loss of business due to the large numbers of teenagers congregating at the Center and on the side-walk. Apparently additional money is expected from Cleveland Now! to make the necessary repairs and to re-open eventually. A second restroom is needed primarily.
- Although there have always been youth gangs in the area and considerable gang fighting (one youth was killed last year), within a week after the center was opened, the youths were getting along well. There was one fight, but the two youths involved went across the street from the Center, each with a few friends, fought it out, and then returned and "everything was alright again." "Let's face it, if there are going to be kids around, there is gotta be SOME fighting."

[May 12, 1969]

- 2 -

- All types of youths mixed together at the Center - "collegiates, racks, and hippies" and they all got along. Some of the roughest youths also came.
- While the center is closed, the basement of the Community House is open and available to the teenagers, with pool, ping pong, music, and cokes (much like the drop-in center), but while there were 100 to 175 teenagers at the Center most nights, few will come to the Community House. (There were 2 or 3 this particular night). This is because the Center was on a main street, but more so because the youths felt it was theirs; they repaired and decorated it, they could paint whatever they wanted on the walls; their own committees took care of it; there were no organized activities nor any adults (except the workers) or young children there. Some of the fellows had brought their weight-lifting apparatus and this could be used in a side room.
- Some of the youths were employed there, part-time, and some worked as volunteers on such committees as Garbage, Clean-up, and the Board.
- When asked why the Center seemed to be their whole life and whether they ever thought about "tomorrow", they answered that they would only be young once and deserved to enjoy themselves; they did not know what tomorrow would bring.
- The group saw poor schools as their second main problem. Alexa dropped out of 10th grade because she didn't like some of the courses and she couldn't stand several teachers. She was once expelled from Jr. High because she circulated petitions requesting permission for girls to wear slacks at school and obtained 400 signatures. Even some of the boys had signed. She thought slacks would be better than mini skirts, but no one at the school would even discuss it with her group.
- Some of the youths do not like school because they each have about four study halls everyday and these are boring. They don't have that much homework and would rather go home.
- When asked why he was staying in school even though he didn't like it very much, and "what did he have that Alexa didn't have?" one youth answered "Integrity"!
- Several expressed distaste for specific courses, such as history, gym. They do not see any point in taking anything that does not directly prepare them for a job.
- One youth is in the Welfare Federation Camp Counselor training program and is looking forward to this kind of work for the summer.
- One girl would like to be a cosmetologist; another is good at typing and hopes to be a secretary.
- They would like part-time work while going to school. They feel they each need about \$50 per week to cover expenses such as clothes, car, extras.

[May 12, 1969]

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- One youth goes to the Brookside YMCA about twice each week, but does not like the YMCA in his own neighborhood because the "kids just don't go there."
- No one used any other facility in the near west side. They either did not know about or did not like any of the City Recreation facilities in the area.
- There is a Police Athletic League group at the Community House, but this age group does not go. It was described as custodial care.
- The youths expressed considerable respect for Mr. Walsh, the Youth Worker, and his associate, who has now left. They cannot talk to their parents nor to anyone at school, but these men will listen and seem to understand them.
- They expressed hope that we could help them get the Center opened again and we tried to explain our sincere interest and hopes for them but our lack of influence with the neighborhood businessmen nor the housing inspectors. We did discuss with them their own attempts to "cool it" and they thought the kids had really tried; if they would be given a fair chance they thought it would really work out well.

Mary Boenke
Ad Hoc Secretary

THE WELFARE FEDERATION

SERVING THE CLEVELAND
METROPOLITAN AREA

1001 HURON ROAD
CLEVELAND, OHIO 44115
TELEPHONE 781-2944
AREA CODE 216

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Vice Presidents

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COMMUNITY PLANNING
AND DEVELOPMENT DIVISION
HAROLD E. BOEHM
Chairman

COMMUNITY SERVICES
DIVISION
MRS. FRANK H. PORTER
Chairman

FINANCIALLY PARTICIPATING
AGENCIES DIVISION
A. A. SOMMER, JR.
Chairman

May 15, 1969

MEETING NOTICE

TO: GROUP SERVICES STUDY COMMITTEE MEMBERS

FROM: PAUL UNGER, VICE-CHAIRMAN

MEETING: THURSDAY, May 22
4:00 to 6:00 p.m.
1001 HURON RD. ROOM 300

SUBJECT: As agreed at our post-session after the May 2nd meeting with the Executive Committee of the Board of Trustees --

We are meeting to assess the Inventory Material of agencies' functions and to discuss the results of our meetings with agencies and consumer groups -- as these influence our thinking about conclusions, recommendations and guidelines.

Mrs. Bailey will get materials to you prior to the meeting. Please hold this time open if you can.

To remind you who were present and to notify others-- we plan to have our final meeting on Monday, June 2nd, noon.

At this time we will review our final report to the Community Services Division and Board of Trustees.

RSVP?

WELFARE
FEDERATION
MEETING HUMAN NEEDS FOR



BRINGING TOGETHER MORE THAN 200 ORGANIZATIONS FOR COMMUNITY PLANNING IN HEALTH, WELFARE AND RECREATION
Supported through the United Appeal

THE WELFARE FEDERATION

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MRS. FRANK H. PORTER
Chairman

FINANCIALLY PARTICIPATING
AGENCIES DIVISION
A. A. SOMMER, JR.
Chairman

June 2, 1969

Mrs. Frank H. Porter, Chairman
Community Services Division
The Welfare Federation of Cleveland
1001 Huron Road
Cleveland, Ohio 44115

Dear Mrs. Porter:

This letter presents the Summary Report of the Group Services Study Committee. You charged this Committee in September 1968 with the responsibility for establishing policy guidelines as to the functions to be performed by voluntary group service and neighborhood based agencies in the Cleveland area.

The recommendations and policy guidelines included in this Report are designed to be utilized by the financing and planning arms of the Welfare Federation as a basis for funding and related decisions, and by the boards and staffs of the voluntary group service agencies as they adjust their programs to better respond to current and future community needs.

WHAT WE DID

To meet the obligation assigned to us, the Committee took the following steps:

1. Defined the functions and issues related to them to be considered in the study. (See Exhibit I, Issues for Resolution).

WELFARE
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MEETING HUMAN NEEDS FOR



BRINGING TOGETHER MORE THAN 200 ORGANIZATIONS FOR COMMUNITY PLANNING IN HEALTH, WELFARE AND RECREATION
Supported through the United Appeal

ISSUES FOR RESOLUTION

GROUP SERVICES STUDY COMMITTEE

- I. Can there be a defined division of functions between voluntary group service agencies and government? The following functions should be considered:
1. Athletics and physical education - aimed at physical conditioning, sportmanship, and use of leisure time.
 2. Camping - aimed at learning to enjoy nature and camp-craft, development of self-reliance and resourcefulness.
 3. Cultural enrichment and informal education -
 - a. Cultural Arts - development of cultural and artistic abilities.
 - b. Other informal education - aimed at continued learning of new skills and knowledge.
 4. Social maturation, child development, and social recreation - aimed at social development of children and youth and the maintenance of social skills and group relationships during leisure time for the adult and senior citizen.
 5. Special problem focused services - aimed at meeting a range of critical social problems, e.g. -
 - a. Alienated teen-agers
 - b. Marital and parent-child conflicts
 - c. Assimilating migrant newcomers into City life
 - d. Unwed parents
 - e. Unemployed youth and adults
 - f. Insolated senior citizens
 - g. Intergroup tensions.
 6. Neighborhood organization, development, and social action - aimed at building organizations, leadership skills, and problem-solving ability; aimed at reform on economic, political and social issues pertaining to the welfare of human society.
- II. To what extent should priority for Welfare Federation funds be given to programs of voluntary group service agencies whose objectives are specific and whose performance can be appraised?
- III. To what degree should priority for Welfare Federation funds be given to voluntary group service agencies that demonstrate a willingness and capacity to intensify their efforts in the city vs the suburbs?

2. Met with Board members and/or executives and staff of most of the voluntary group serving agencies to describe the study purpose, and get their thinking about issues to be resolved;
3. Visited some of the agencies to see program and learn more about the agency first-hand;
4. Collected information from agencies on the functions which they performed in 1968; and read information about the agencies, including their 5-year Periodic Review Report.
5. Met with seven inner-city citizen groups and the Area Councils Association to listen to their discussion of needs and problems, and their attitudes about community institutions;
6. Conferred with the Executive Committee of the Board of Trustees to discuss with them possible implications of the Committee's current thinking on funding and community relations;
7. Met regularly and intensively in monthly Committee and Sub-Committee meetings for six months to assess progress and information;
8. Developed a set of "Guidelines" which attempt to point new directions for allocation of scarce community resources to the group services segment of the voluntary system;
9. Prepared a Summary Report which highlights the Committee's key findings and conclusions, recommendations, and guidelines for budget allocations;
10. Completed a Supplemental Report which:
 - Describes group service agencies' present functions.
 - Compares these functions with community needs in Cleveland.
 - Indicates what is going on in other cities to better relate these functions to current needs.
 - Suggests what inner city consumers think about group services and other Welfare Federation activities.
 - Presents the rationale underlying guidelines for use in the allocation of funds to group service agencies.

Summary Report

WHY WE ARE CONCERNED

The voluntary agency system is at a critical stage. Questions are being raised and criticisms leveled from many segments of the community, particularly within the inner city, about the priorities for which funds are being spent and about the role of the voluntary agency in relation to the most urgent community problems.

In 1968, of the total \$10.8 million allocated to the Welfare Federation from the Community Chest, 29% or \$3 million went to the support of group service agencies. The total operating budget of these agencies was approximately \$9 million which includes \$6 million of non-United Appeal funds, e.g., self-support, government grants, and funds from foundation sources.

In addition to the designated group serving agencies, e.g., Scouts, Settlements, and Y's there are a number of other agencies who perform significant group service functions, but who do not receive their allocations through the same Welfare Federation structure. Such agencies include Salvation Army, whose financing comes through a different review and allocation committee of the Welfare Federation and the Jewish Community Center whose review and allocation comes through the Jewish Community Federation (counterpart of the Welfare Federation and a recipient of United Appeal funds directly from the Community Chest).

Group serving agencies in short, have at their command a significant amount of community dollars. The key question is how to use them more effectively.

WHERE WE COME OUT

The Committee concludes that specific answers can be found for the several major issues it considered. In summary:

1. The division of functions between voluntary group serving agencies and government can be established.

Summary Report

WHERE WE COME OUT (Continued)

2. Highest priority for Welfare Federation funds should be given only to preferred functions (as defined farther along in this report) administered by those voluntary group serving agencies that aim at the achievement of specific objectives, and whose performance can be appraised.
3. Priority should be given to problem-solving -- wherever the problems are found in the Greater Cleveland service area, including the inner city and the suburbs where appropriate.

The material that follows in this Summary Report outlines the reasoning which underlies these conclusions, and indicates steps that should be taken to re-orient the funding and program approaches now used.

PRESENT FUNCTIONS ARE NOT CLEARLY RELATED TO MAJOR COMMUNITY NEEDS

Although the group-serving agencies have been performing functions of great value to the development of the community, they are not now giving sufficient attention to our most serious social conditions. To illustrate:

- | | |
|--|---|
| <u>Inter-racial-Inter-cultural Relations Need More Attention</u> | <ol style="list-style-type: none">1. Group service agencies are particularly well equipped to work with problems of interracial-intercultural relations because of their inclusiveness and broad community-wide base. Although agencies have been contributing significantly to the development of better human relations among peoples, much more needs to be done on a year-round, conscious, and intensive priority basis to make more of an impact on our most serious national problem. In this field, efforts in the suburbs are likely to have particular value in shaping attitudes and behavior. |
|--|---|

Summary Report

Inadequate
Special Problem-
Focused Work

2. Group-service agencies appear ready to perform special problem focused-social rehabilitative functions -- if more funds are made available to them. However, they are not moving fast enough within present available funds on the attack of social problems. Of those agencies reporting on the inventory prepared for this study, special problem-focused work involved only 2.5% or 7,242 persons out of a total of 284,184 served. Only one agency indicated it was working with unwed teenagers (70 females); and one with alcoholics (30). Five agencies indicated some work with 466 youth having school problems and including school drop-outs, (in contrast to about 5,000 drop-outs in Cleveland alone). Most agencies indicated they were doing something with alienated teenagers, although the total number being reached was small (1,139).

Heaviest
Expenditures
for Social
Maturation,
Recreation
and Athletics,
but Little
Follow-Through
in Problem Areas

3. In spite of the generally accepted responsibility of government in these fields, through the public schools and public recreation departments, the two largest program expenditures indicated from agency responses were for social maturation-social recreation services (14%) and for physical education and athletics (12%).

Follow-through on some of the more problem-focused aspects of these programs, e.g., child development, has not been forthcoming for parents or children despite the appropriateness of this role for the voluntary group serving agency.

Inadequate
Service to
Teenagers

4. The overwhelming preponderance of service is to the 6-11 age group (44%) even though this age group is not proportionally larger than others in the general population. There is a clear lack of adequate service to the 15-17 teenage population -- our most explosive group in both the suburbs and inner city. This group made up only 11% of the total number served by reporting agencies.

Summary Report

Community Needs
Remain Unmet

5. The 1965 Report of the Community Needs Committee of the former Group Services Council (copy included in the Supplemental Report), identified outstanding needs to which group serving agencies should give increasing emphasis and financial support. The Study Committee was struck by the little evidence it could find of accelerated progress toward meeting these needs. The same needs exist in 1969 but to a much greater degree. Other comparable cities seem to have re-oriented their programs to have responded more directly to them, (see Supplemental Report).

PROBLEMS WERE FOUND IN UNDERSTANDING THE NEEDS, FUNCTIONS AND
PROGRAMS PERFORMED

Lack of
Community
Understanding

1. The general community seems to have only a limited understanding of the Welfare Federation and its agencies. Their objectives and policies are not clear to either recipients of service or contributors of funds.

The Federation has not taken fullest advantage of its opportunities in financial campaigns to educate the community and potential contributors to current social needs. In addition, communication seems to be particularly weak with the inner city. Even the name "Welfare" Federation creates communication difficulty.

Insufficient
Cooperation Within
the System and
With Other
Systems

2. Cooperation and program collaboration among group serving agencies and between the voluntary group serving agencies and other organizations, e.g., the County Welfare Department is far from ideal. The Committee found a considerable sense of competition between group serving agencies and a lack of understanding about each other's services.

Summary Report

Lagging
Consumer
Involvement
and
Indigenous
Leadership

3. Consumers and residents of the areas in which services are delivered are demanding more direct involvement in the planning of programs as well as their operation. A greater balance must be achieved in getting the view of consumers and residents represented on the boards of agencies. A better balance between resident and non-resident staff within agencies is also needed to respond to the responsible pleas for greater self-help and elimination of what has been termed a "paternalistic" system of service.

Fees and Other
Costs Exclude
Most Needy
Users

4. Fees and other costs of participation in programs prohibit many low-income youth and adults from receiving needed services. This situation contributes to their feeling of rejection by the established institutions.

In addition, the cost of training materials, transportation, etc. make it almost impossible for volunteer adults with low-income to participate in national youth programs.

Agencies sometimes have only a hazy understanding of the relationship between their costs for any given unit of service and the impact of that service.

Building
Centered
Programs Do
Not Reach Out
For The Needy

5. Building-centered programs are not reaching out far enough. Some consumers who most need services, (the poor, the old, the alienated) are not reached by established institutions whose programs revolve around a physical structure. The tendency of settlement houses to shift to multi-service centers may change this if an adequate outreach service is built into the operation.

Reporting System
Do Not Express
Effectiveness
of Service

6. Agencies, particularly the neighborhood settlements, are, in fact doing more work with groups and individuals in need of social rehabilitative services; but these activities are not reported in terms that permit clear communication of objectives and measurement of progress. As a result, even when criticism is undeserved, the effectiveness of agencies' products is being challenged by the community, and the agencies themselves cannot be sure of the effect of their contribution.

Summary Report

Adding it Up

Group service agencies have been of great value to the community, but agencies are not moving with sufficient speed and with adequate efficiency to redeploy their limited resources to increase the attack on today's social problems which are of crisis proportions. The good effects of traditional programs are not enough. There are more urgent needs which should be given priority consideration.

WHAT SHOULD BE DONE

The Committee believes that the voluntary sector must recognize the need to modify past service patterns and deal more effectively with serious social needs of an increasingly complex community. A number of adjustments must and should be made:

1. The highest priorities in use of all available Federation funds for group serving functions should be allocated for neighborhood development and problem-focused work.

Voluntary funds which are in short supply should be used for curative or ameliorative services in preference to broad educational, character-building, and recreational activities. Boards of education and city recreation services are resources to be tapped for expansion of educational and recreational programs.

2. The Welfare Federation should adopt an allocation system which would make funds available to agencies for selected functions which meet specific guidelines. Allocations would not be made for other functions which the agency may perform, even though appropriate for the organization's purposes. Agencies should be encouraged to perform other functions to the extent they can be self-supporting.
3. The Welfare Federation should encourage the funding of organizations who are not now members when they perform functions that fit the priorities identified.

Capacity to find innovative solutions to problems should be used as a criteria for funding actions. Flexibility rather than formality of relationship should be the watchword.

Summary Report

4. The Federation should take aggressive action to obtain additional funds beyond the United Appeal campaign from government and foundations for those functions designated as worthy of priority attention. The Federation should add the needed staff to provide technical "grantsmanship" service to its agencies and citizen's self-help organizations, or it should allocate funds to the agencies upon their request so that they may do this for themselves.
5. Funds should be allocated to agencies for the selected priority functions ONLY to the extent that annual evaluations can be made by the Federation of performance in achieving specific goals. One criteria for the measurement of performance should be the effectiveness of client and local neighborhood participation in decision-making of the agency's policies and programs. Other criteria such as clarity of objectives, will need to be developed.

Service programs must be continually tested, evaluated, and adapted through communication between agencies and local residents. The Welfare Federation should bring together residents, boards and staffs of agencies, and other concerned community people. And, at the time of budget hearings, it should review the make-up of agency boards for the purpose of finding out whether or not neighborhood and other recipients of service have an effective voice in policy-making and program development.

6. The Welfare Federation should take the lead in helping the community obtain the public funds necessary to do well those group service functions which should most appropriately be performed by government. Such functions could include: physical education and athletics; cultural enrichment and informal education; and the provision of general recreation, leisure-time services and facilities; nursery and pre-school "Head Start" classes.
7. The Welfare Federation should implement a policy that member agencies of the Federation serve and benefit people wherever they are located in the community, but Federation allocations not be used to make services available to those who can pay for them. The Federation should enforce more stringently its policy that every agency must know what it costs to provide its services and should collect from each person receiving service to the full extent of the ability of that

Summary Report

7. (Continued)
person to pay for service. This will make possible the extension of service to the largest possible number.

In addition to these recommendations, there are a number of basic changes which may need to be made in the Welfare Federation and the United Appeal if more funds are to be made available to work on resolving serious social problems. An appropriate group should be established to review the following issues: (a) the gap between United Appeal goals and community needs; (b) the validity of long-standing financial agreements within the United Appeal and Community Chest involving Red Cross, U.S.O., Jewish Community Federation, National and State Agencies; (c) the impracticality of dividing group serving agencies into two separate budget committees; and (d) the extent to which the recommendations above and the guidelines that follow should be applied to non-group service agencies financed by United Appeal.

GUIDELINES FOR FUNDING

To apply the recommendations to the review and allocation process, the Committee has identified priorities as to which group service functions should receive Welfare Federation allocations and in what order of importance. The material below indicates top priority functions, conditional functions, and functions which should not receive Welfare Federation funds.

We recognize that these proposed guidelines will create difficulties. The concept of funding functions rather than agencies suggests a basic violation of the idea which has been the foundation of the Community Chest approach to voluntary agency financing. But there is little choice. Ideally, agencies should change their programs in timely response to highest priority community needs, but they are not doing so, or if they are, not doing so with sufficient speed. The Welfare Federation, at least, must set an example for its constituent agencies and accept the risks involved.

Mrs. Frank H. Porter
June 2, 1969
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GUIDELINE #1

The highest priority for Welfare Federation allocations to group service functions should go to support two categories of service --

- 1) Neighborhood organization, development and social advocacy. Constructive approaches to solving community problems is dependent upon the development of leadership among neighborhood people in their neighborhood and in community-wide activities. Any problem within the range of human needs may become the appropriate focus of program for citizen self-help organizations.
- 2) Special problem-focused services. Special problem-focused work should be related to issues identified by neighborhood organizations, local residents, and agency workers. For example, such efforts might include work with school drop-outs, alcoholics, racial conflicts, unemployed youth and adults, handicapped senior citizens, and efforts to find solutions to inadequate housing, or employment, or income, or schooling, or health care, or municipal services for people with low-income.

In the course of defining special problem-focused work, sometimes called social rehabilitation, a distinction should be made between the normal developmental problems which accompany different stages of growth such as adolescence, and unusual problems, created as a result of personal or environmental conditions.

GUIDELINE #2

ONLY to the extent that they contribute to the solution of special problems should Welfare Federation allocations support the functions of:
camping
cultural enrichment and informal education
social maturation and social recreation

With the exception of camping, these functions are performed extensively by the public sector. These functions should not be given high priority for Federation fund allocation in relation to today's urgent social needs and limited resources except to the extent that they can be used as tools for special problem-focused work with groups and individuals.

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GUIDELINE #3

Even to the extent that they may contribute to the solution of special problems, the functions of athletics and physical education should not be supported through Welfare Federation allocations. Many functions once performed largely by the voluntary agencies have now been assumed by government. Public recreation departments and boards of education recognize these functions among their primary responsibilities.

GUIDELINE #4

Welfare Federation allocations should concentrate on support to group service agencies, and in particular neighborhood centers and settlement houses, that concern themselves with the solution to one or a limited range of social problems.

To use limited resources more effectively, agencies must sharpen their focus. They cannot try to do everything at once and Welfare Federation allocations must drive this point home. The new thrust of settlements to expand their role as multi-service centers is consistent with this. Their focus of work is on the problem of inadequate delivery of services to residents in their neighborhoods.

GUIDELINE #5

Priority for Welfare Federation allocations should be given to agencies who perform priority functions ONLY when they demonstrate a built-in collaboration with other organizations who operate in the same fields or who serve the same people. Special emphasis must be given to assure effective cooperation between voluntary agencies and governmental units.

This Study Committee has been privileged to focus on several key aspects of the most critical issues of our time: the relationship between voluntary groups and government and the response of voluntary agencies to our exploding urban problems.

The ideas and conclusions presented will not be universally acclaimed and the implementation of many of them will be very difficult. But, without bold, dramatic action, the problems are not going to be solved. If we have stimulated some further motion

Mrs. Frank H. Porter
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Summary Report

in the right direction, our time has been well-spent. If not,
we have at least squarely faced-up to the issues.

Respectfully submitted,

Ralph L. Gillen, Chairman

Paul A. Unger, Vice-Chairman
Mrs. Sonia Abels
Melvin C. Arnold
H. H. Brooksieker
Hugh Calkins
Mrs. Sophia Cruz
Mrs. Doris Gilmer
Mrs. Mildred Madison
Dr. William Nagle
Rabbi Daniel J. Silver
Mrs. William C. Treuhaft
Ralph M. Vara
William H. West, Jr.
Mrs. Helen Williams

THE WELFARE FEDERATION

June 9, 1969

SERVING THE CLEVELAND
METROPOLITAN AREA

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President

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A. A. SOMMER, JR.
Vice Presidents

W. BRADDOCK HICKMAN
Treasurer

W. T. McCULLOUGH
Executive Director

COMMUNITY PLANNING
AND DEVELOPMENT DIVISION
HAROLD E. BOEHM
Chairman

COMMUNITY SERVICES
DIVISION
MRS. FRANK H. PORTER
Chairman

FINANCIALLY PARTICIPATING
AGENCIES DIVISION
A. A. SOMMER, JR.
Chairman

M E M O R A N D U M

TO: GROUP SERVICES STUDY COMMITTEE MEMBERS

FROM: CAROL B. BAILEY, STAFF SECRETARY

RE: FINAL SUMMARY REPORT

Enclosed is the revised report based on comments made at your June 2nd meeting.

Please read this through carefully. If there is any re-wording suggestions, let me know. If there is any aspect of the report to which you cannot in good faith give your support, let me know. At least one member has raised question about his full support of Guidelines #3 and #4. A minority report could be attached or a section omitted.

You may also feel free to contact Paul Unger who is our Vice-Chairman and who will now assume leadership since the Chairman's permanent departure from Cleveland. (telephone: 252-1400)

The report goes to the Steering Committee of the Division on June 18th. Therefore, it is imperative that we have any comments no later than Thursday morning, June 12th.

Representatives of our Committee will meet with the full Community Services Division on July 9th.

WELFARE
FEDERATION
MEETING HUMAN NEEDS FOR



BRINGING TOGETHER MORE THAN 200 ORGANIZATIONS FOR COMMUNITY PLANNING IN HEALTH, WELFARE AND RECREATION
Supported through the United Appeal

June 11, 1969

Mrs. Carol B. Bailey
Group Services Consultant
Welfare Federation of Cleveland
1001 Huron Road
Cleveland, Ohio 44115

Dear Mrs. Bailey:

I have no reservations about signing my name to this report. I have two comments. The first is that it is better to talk specifics than generalities. I think there ought to be a subsequent paper which specifies specific agencies and judges them according to the standards which we have set up. Otherwise each of us will say it applies to the other fellow and the well-intentioned and busy civic leaders who don't want to get into a fight will not press the point where it should be pressed. My other point is minor and refers to the last line on page 4, "Efforts in the suburbs are likely to have certain value in shaping attitudes and behavior." I think we should add that even if efforts in the city fail to have particular value in shaping attitudes and behavior they must also be pressed. Our agencies must combat the rise of racism as well as its ugly presence.

With all good wishes, I remain

Sincerely,

DANIEL JEREMY SILVER

DJS:rvf

From the desk of

Date _____

Mrs. Carol B. Bailey
Group Services Consultant
Welfare Federation of Cleveland
1001 Huron Rd.
781-2944 - ext. 237

TO: Rabbi Silver,

Please be sure to let me know if it is not ~~allright~~^{right} to have your name attached. I know you have not been able to attend many meetings, and want to be sure you are in full agreement.
Carol

July 30, 1969

Mr. Henry Zucker
Jewish Community Federation
1750 Euclid Avenue
Cleveland, Ohio 44115

Dear Henry:

Enclosed is the report of the Group Services Study Committee of the Welfare Federation of Cleveland and of its non-reception by the Steering Committee of the Community Services Division of the Federation.

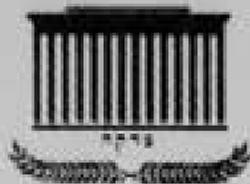
A good bit of the pressure you reported to the Executive Committee is being generated by such a report as ours - or rather by the kind of response as the Federation chose to make to this report. Instead of demanding that the agencies raise their fees to those who can pay or rationalize their services, they avoid the issue and begin to talk of "plus" money. You will, I think, be surprised by some of the statistics in the report. The classic is that only 2.5% of the services of the group service agencies is intended to be problem-focused or for the social rehabilitation of the individual.

I do hope this is of use to you.

Sincerely,

DJS:mgm
Encls.

Daniel Jeremy Silver



The Jewish Community Federation of Cleveland

1750 EUCLID AVENUE • CLEVELAND, OHIO 44115 • PHONE (216) 861-4360

August 15, 1969

Rabbi Daniel Jeremy Silver
The Temple
University Circle at Silver Park
Cleveland, Ohio 44115

Dear Rabbi:

Thanks very much for sending me the report of the Group Services Study Committee of the Welfare Federation and the accompanying Committee material. I had already had some correspondence and discussions with Elmer Paull about the work of the Committee.

We have found during the past year or two that the frustrations faced by the Welfare Federation in their budgeting process have caused them to suggest a number of wrong answers to their problem. One of these is the suggestion that the traditional formula for the division of Community Fund monies be reviewed, presumably to take money away from the Jewish Federation to help meet the urgent needs of the Welfare Federation. There is enclosed for your confidential review a memorandum on this subject which I prepared for a special committee which has been appointed to deal with this problem.

The entire subject will probably not be taken up until the current United Appeal campaign is concluded. We believe there are a great many urgent needs which are going unmet, some of which should be met through Community Fund agencies. We believe that some of these needs could be met by the improvements in agency operations, but on the whole, they will require additional funding.

For our part, we are now making a rather thorough examination of our own operation to see how it can be improved.

Warm regards.

Cordially,

Henry L. Zucker
Executive Vice President

ag

P.S. I have taken the liberty of sharing your material with Sid Vincent, Bernie Olshansky and Stanley Horowitz.

August 13, 1969

CONFIDENTIAL

MEMORANDUM

To: Sidney Z. Vincent
Rudi Walter
Bernard Olshansky
Richard Ronis
Stanley Horowitz
Donald Klein

From: Henry L. Zucker

The following persons met today to discuss Federation relationships with the Community Fund: Lloyd Schwenger, who acted as Chairman, Maurice Maschke, Jr., Alex Miller, David N. Myers, Albert Ratner, David Skylar, Irving Stone, William C. Treuhaft, Henry L. Zucker. Morton Mandel and Maurice Saltzman were invited but could not attend.

There was a very thorough discussion of the enclosed memorandum which I prepared for the consideration of the group. There was general agreement with the thoughts expressed in the memorandum. There was particularly strong agreement that the Community Fund's or Welfare Federation's problems would not be resolved by a transfer of Jewish Federation money to the Welfare Federation; and that the only real solution for the problems of the Welfare Federation and the Jewish Federation is a substantially larger Community Fund-United Appeal.

It was agreed that the memorandum essentially establishes the position of our Federation at this time, and that we should await word from the Community Fund as to when we would meet with them to discuss this question. Federation will not permit itself to be put on the defensive on the issue. Quite the contrary, we will take the offensive by suggesting the urgent need for a much larger fund.

Bill Treuhaft, meantime, took responsibility to meet with a few community leaders to see whether he can begin to sell the idea that three to four million dollars additional should be raised in Cleveland to meet some of our most urgent needs. Presumably this would be done within the framework of the United Appeal if at all possible. If this proves to be infeasible, consideration would be given to some other organizational form for raising the money.

Please note that this is a confidential memorandum, as is the attachment to it. It is for internal use within our senior executive staff. I'll try to arrange a discussion of this problem with key executive staff at a later date. Meantime, I have asked Rudi Walter and Dick Ronis to develop some information for us around two major questions:

1. How much service is being rendered by our Jewish Red Feather agencies to dependent or partially dependent persons?
2. What are the facts about income from fees by the Jewish Family Service Association, the Jewish Children's Bureau and the Jewish Community Center?

August 13, 1969

M E M O R A N D U M

To: Members of the Jewish Community Federation's
Committee on Relationship with the Community Fund

From: Henry L. Zucker

The Cleveland Community Fund was organized in 1919 by the Welfare Federation and the Jewish Federation. From the beginning, the Community Fund was regarded as a fundraising organization. Community Fund monies were budgeted by the Welfare Federation and the Jewish Federation. Later, national agencies were added as beneficiaries, and these were budgeted directly by the Community Fund.

At some point --it is not clear when-- the distribution to the two federations for local agencies was put on a formula basis, 88.4% for the Welfare Federation and 11.6% for the Jewish Federation. This formula was in effect by 1935. It is thought that it was based on the relative public assistance grants made by the then Associated Charities and Jewish Social Service Bureau. A check of the distribution in the pre-depression year of 1929 indicates that approximately the same percentage distribution maintained at that time.

With the advent of the United Appeal and the enlargement of the Community Fund's area of operation, new elements entered into the picture. The United Appeal was essentially a partnership between the Community Fund and the Red Cross. Other agencies have been added since. Of the \$17,036,000 raised for 1969 by the United Appeal, \$13,545,000 went to the Community Fund, the balance going for campaign costs, shrinkage, and distribution to the Red Cross and other non-Community Fund beneficiaries.

[Aug 13, 1969]

From the Community Fund share, the Jewish Community Federation received \$1,422,000, and the Welfare Federation, \$11,248,000. About \$875,000 went to national and state agencies and out-of-county areas.

Over the years, an amicable working relationship has maintained among the Community Fund, the Welfare Federation and the Jewish Federation. The distribution formula was not seriously questioned, even though the Welfare Federation was hard pressed to meet its needs and the Jewish Federation found it necessary to supplement substantially the Community Fund grant for member agencies.

During the past few years, the increasingly heavy pressures for more service, especially in the inner city, plus the rampant inflation and wage and salary pressures, have added to the urgency of the need for increased funds. The spread between the amounts raised and the acknowledged minimum agency needs has grown, until now it is about \$4,000,000. This added pressure has caused some people to question whether the long-standing formula between the two federations is still applicable.

The following is quoted from the June 17, 1969 report of the Community Fund Budget Committee, subsequently approved by its Board: "The basic question concerning the traditional formula of sharing available funds between the two federations (88.4% vs 11.6%) led to the suggestion that the Community Fund President begin informal and unofficial discussions with appropriate leaders of the federations.

"It was agreed by the Committee to stay with the formula for 1970, but that any formula as old as this one, and in these changing times, ought to be reviewed.

[Aug 13, 1969]

"It was observed that as great needs emerge in poverty areas, the high per capita spent in the suburbs bring increasing criticism in some quarters. The obvious answer is that it is difficult to take away existing services that are needed and wanted."

Two comments made at the June 17th Budget Committee meeting are noted. One had to do with the presumed smaller proportion of self income from clients at the Jewish Family Service Association and the Jewish Children's Bureau vs the Family Service Association and the Children's Services, which serve a larger proportion of inner city poor people. The other questioned whether it is fair to spend a great deal more per person for services in the Jewish community than in the general community.

The 1970 Community Fund goal has been set at \$18,100,000 vs the \$17,036,000 realized in the 1969 campaign. If the goal is reached, the Jewish Community Federation is scheduled to receive \$1,494,802 vs \$1,422,022 received from the Community Fund for 1969, an increase of 5.1%.

The Jewish Community Federation estimated its 1970 Community Fund needs at \$2,579,914. This is more than a million dollars in excess of the projected 1970 allocation. The difference is made up by an allocation from the Jewish Welfare Fund and by a failure of our Federation to meet the needs of our agencies. Our shortage, therefore, is as great as the validated shortage of the Welfare Federation.

It is true that more is being spent per capita by the Jewish agencies than by the non-Jewish Community Fund agencies. It is true also that the Jewish community has demonstrated its greater willingness to support

[Aug 13, 1969]

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agencies on an adequate basis than the general community, whether through the community Fund or the Jewish Welfare Fund.

Some financially participating agencies of the Welfare Federation have supplemented their Community Fund grants through fundraising efforts of their own. Thus, the Catholic Charities, the Boy Scouts, the YMCA, the Salvation Army and other organizations raise substantial sums to supplement their Community Fund grant, as the Jewish Welfare Fund does on behalf of the Jewish agencies. A number of other Welfare Federation agencies have not done so, either because they were not in a position to raise money, or because of their understanding of limits placed upon them by their participation in the Community Fund.

In any event, the growth in the number of fundraising activities in Greater Cleveland, both on behalf of Community Fund agencies and of organizations not affiliated with the Community Fund, has become a source of concern to contributors. Studies are now underway in regard to this problem, in the hope that a means will be found to minimize the impact of these multiple appeals.

It is to be doubted that a redistribution of Community Fund monies away from the Jewish Federation and to the Welfare Federation would resolve the Welfare Federation's problem. The Jewish Federation is heavily pressed to meet the minimum needs of its member agencies. Monies not received from the Community Fund would have to be sought from other sources, either by the agencies themselves or by the Federation on behalf of the agencies.

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The Council of Jewish Federations & Welfare Funds has prepared a memorandum covering a meeting recently convened by the United Community Funds and Councils of America of executives of about thirty-five major national organizations, to discuss projections for the united fund campaigns in the fall of 1969 and in the years ahead. After setting a fundraising objective of about one billion dollars during the next few years, as compared with something over \$700,000,000 raised now, the following points were made:

1. "Volunteer financing cannot substitute for government financinggovernment has the basic responsibility for massive financing of the fundamental solutions to urban problems and mass poverty.
2. "Volunteer agencies have a very important role to play in dealing with urban problems. But it is essential that the programs for this purpose must be well formulated..... There should not be a proliferation of many piddling efforts that will only add to greater frustration by their ineffectiveness....
3. "This can only be done if there are additional funds. It must not be attempted merely through a distribution of existing funds to attempt to meet one set of welfare needs by taking funds from another set of welfare needs. That will compound the problems rather than solve them.
4. "Existing vital programs must be increased, not merely held static. There is an inter-relationship of services to the entire community."

[Aug 13, 1969]

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The Jewish Federation is committed to a dynamic system of voluntarism in health and welfare. It believes that the voluntary movement should continue to grow alongside a growing and sound public welfare system. It is not prepared to retreat in the face of understandable fundraising difficulties. It believes that more monies should and can be raised for Community Fund agencies. It believes that additional funds --not a redistribution of inadequate funds-- are the solution to the problems of the Welfare Federation and the Jewish Federation. Indeed, it believes that if funds were to be taken away from the Jewish Federation in order to be allocated to the Welfare Federation, the net result would be a lowering of morale in the Community Fund and, in the end, fewer dollars for all concerned.

Specifically, the Jewish Federation believes that the Community Fund, through the United Appeal, should try to raise three to four million dollars more than at present. It believes that such a "catch up" campaign is needed to reinvigorate the Community Fund movement, and to enable the Community Fund's progressive agencies to reach out to meet some of the community's urgent social problems. We believe that this would be an excellent investment for the individual and corporate givers to the Community Fund.

The Jewish Federation suggests as a possible technique that the United Appeal create a Special Fund to meet urgent urban problems. This Special Fund could be budgeted separately from traditional methods of allocating Community Fund monies. All agencies with programs which qualify for the purposes to be determined for this Special Fund would be eligible for grants. This Special Fund would

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represent a renewed commitment by the leadership of the community to the still valid purposes of the Community Fund, a desire to meet urgent community problems, and a means to cut down on multiple appeals. We believe it would be a forward step. We think it would give appropriate relief to existing agencies. We believe it would open the way for new ideas. We believe it would make an impact on the social problems of this community.

ag

THE WELFARE FEDERATION

October 1, 1969

SERVING THE CLEVELAND
METROPOLITAN AREA

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President

MRS. CLARK E. BRUNER
A. A. SOMMER, JR.
Vice Presidents

W. BRADDOCK HICKMAN
Treasurer

W. T. McCULLOUGH
Executive Director

COMMUNITY PLANNING
AND DEVELOPMENT DIVISION
HAROLD E. BOEHM
Chairman

COMMUNITY SERVICES
DIVISION
MRS. FRANK H. PORTER
Chairman

FINANCIALLY PARTICIPATING
AGENCIES DIVISION
A. A. SOMMER, JR.
Chairman

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

Dear Rabbi Silver:

On September 10, the Community Services Division formally received and accepted as a working document the report of the Group Services Study Committee. It was a productive Division meeting as the level of discussion was clearly related to the serious problems of our City to which the report is addressed, and the need for action on them now. I am sorry we could not have invited all of the Study Committee to be in attendance. Your Acting Chairman, Paul Unger, was great, and ably assisted by three other Committee members. We are enclosing a copy of a Work Sheet of actions accepted by the Division. Not all can be followed up until further meetings of the Steering Committee of the Division and the Executive Committee of the Board. These discussions will not occur until after further meetings with the agencies.

As a first step the report was presented to the presidents and executives of Group Service Agencies on September 29. A second meeting of the agency group will be held in November and members of the Steering Committee will be invited to participate. Yesterday the three Review and Allocation Committees of the Financially Participating Agencies Division were given the three recommendations directed to the FPAD found in the attached work sheet and copies of the report. We are already laying the plans for support and work for the City of Cleveland Recreation Bond Issue.

When we asked you to accept appointment on this Committee we suggested that the target date for completion of the assignment be October 1, 1969. You have met that deadline.

I am writing to thank you for serving on the Committee. We will do all on our part to have this report become an active working document rather than to permit it to gather dust. While we are formally discharging the Committee, we hope you will agree to accept assignments in the meetings of various Federation groups to be held in the future. Carol Bailey, Paul Unger, or I, will call you for your help.

Thanks so much for this contribution to the community.

Sincerely yours,

Nancy L. Porter
Mrs. Frank H. Porter, Chairman
Community Services Division



S U M M A R Y M I N U T E S

Meeting of December 9, 1968, 3:30 p.m.

PRESENT: Ralph Gillen, Chairman
Melvin Arnold
Walter Beach
H. H. Brooksieker
Mrs. Sophia Cruz
Steven Minter
Dr. William Nagle
Mrs. Helen Williams

ABSENT: Rabbi Daniel Jeremy Silver (ill)
Paul A. Unger (ill)
Hugh Calkins (ill)
William H. West, Jr. (conflict)
Ralph M. Vara (out of city)
Glenn Hawkins
Mrs. Julian C. Madison (out of city)

Staff: Mrs. Carol Bailey
Miss Leona Bevis

Interns: Mrs. Mary Boenke
Miss Madeline Harris
Mrs. Judith Thistlewood

I. REVIEW OF COMMITTEE CHARGE

There was discussion around what it is that the Committee is trying to do. In response to a question it was pointed out that this is not a part of an overall study by the Welfare Federation with respect to all of its financially participating member agencies. The charge of this committee is to deal only with the group service agencies, e.g. - the settlements, Y's, and scouts.

The Charge: To establish policy guidelines as to the appropriate functions of voluntary group service and neighborhood-based agencies in relation to present and projected community needs and resources in the City of Cleveland.

II. SCOPE OF COMMITTEE ACTIVITY

In response to the question of whether or not the committee activities should include group services to the aged, the mentally retarded, and the area of child development -- the following decisions were made:

The Aged - should be included in the activities of the committee at the present time. The two major agencies (Golden Age Centers and U.A.W Retired Workers Centers) which provide services to the aged are funded by the same budget committee that looks at the budget for other group service agencies; and the Committee on Older Persons of the Federation wants to embark on a comprehensive study of the needs of older persons and would like to work with this Committee on the recreation and group service aspects.

The Committee will decide at a later date whether it knows enough about the aged and the special issues concerning service to the aged to make decisions on guidelines.

The Mentally Retarded

- Decision at this point is not to include the mentally retarded since this would involve getting into another whole range of agencies who provide service and would mean enlarging the scope to include a health focus.

Child Development

- Decision was to restrict any examination of this service to that which is being performed only within the group service agencies presently listed. The Committee did not want to get into a look at the whole child care field.

Public Sector

- In response to the question about the inclusion of public agencies in the study, it was agreed that the basic public agencies to be included are:

City Department of Recreation
Cleveland Public Schools
County Welfare Department
Council for Economic Opportunities

In addition to the two agencies serving the aged, two other voluntary group service agencies financially related to the Welfare Federation were included in the Committee study because of the relevance of their work to functions which the Committee will be assessing. These agencies are:

United Area Citizens Action Agency
Council of Churches

The Committee agreed on the need to limit the scope of its study if it is to come up with sufficient specific information on which it can base meaningful guidelines.

III. ISSUES FOR RESOLUTION

Distributed at the meeting was a list of three issues, prepared by the chairman and staff for discussion purposes, which the Committee should seek to resolve. (A copy enclosed with the minutes to those members unable to be present at the meeting.) The Committee agreed that if these issues are resolved it would lead to the policy guidelines, which is the Committee objective. The Welfare Federation has a very general statement of guiding principles on the division of responsibilities between the public and voluntary sectors, but these are not specific enough.

IV. AGENCY AND CONSUMER PARTICIPATION

The chairman emphasized that the method of involvement of agencies and consumers is a critical matter for the Committee's consideration.

Agency Participation

- The Committee decided upon the following general format to be followed in relation to ongoing involvement of the agencies in the study process:

- 1) Committee members with staff assistance will take responsibility for maintaining contact with specific agencies. (Assignments were accepted at the meeting. List of agencies and committee member assignments is enclosed with minutes.)
- 2) The agency will be informed of the study process by a written communication which might include a copy of the Committee Prospectus and the Issues.
- 3) Assigned committee members will then follow-up with a personal contact with the agency/agencies. (See attachment on the Role of Committee Members in Relation to Agency Contact)

Consumer

Participation - The Committee was not able to determine at this meeting the most appropriate ways to involve the consumer. It was agreed, however, that evaluation of agencies' performance was not part of the assignment. The Committee needs to define the types of consumer involvement that will be most useful in meeting its responsibility.

V. PRELIMINARY WORK SCHEDULE

The work schedule seemed to be reasonable in the view of Committee members.

In response to the question as to whether this Committee could really have an impact on the budget committees, the Chairman noted that the work schedule was so arranged in order to get an early indication as to the acceptance and use of the Committee work and to be completed in time to have a direct influence on next year's budget committees.

VI. INVENTORY FORM

There was not sufficient time to review the Inventory Form prepared by the Chairman and staff.

This form has been developed to assemble factual data on the present activities of each agency under study and will be sent to each organization (public and voluntary) after approval by the Committee at its next meeting.

Committee members were asked to review the Inventory Form and telephone either Mr. Gillen or Mrs. Bailey if possible so as to permit some revision even before the next meeting.

- VII. Included with these minutes each Committee member will receive information about the agency/agencies with whom he is to maintain contact in the form of Periodic Review Committee reports.

NEXT MEETING: Tuesday, January 14, 1969

4:30 p.m.

McKinsey & Company, Inc.
100 Erieview Plaza - 34th Floor

ROLE OF COMMITTEE MEMBER

IN RELATION TO AGENCY CONTACT

- . To provide a personal relationship between the study committee and each voluntary group service agency, since this study will undoubtedly cause anxiety in some if not all of the agencies.
- . To keep agencies informed at all stages of the study process.
- . To answer or seek answers to questions that agencies may have at any stage of the process.
- . To begin to encourage action on the study findings from the start (as timely) by:
 - a. Having an influence on the thinking of the agency,
 - b. Getting constant inputs from the agency on its thinking about the issues, and
 - c. Gaining agreement on the desirability of changing some agency approaches and emphasis.
- . This role will probably require these kinds of efforts by Committee members:
 - a. Occasional meetings (perhaps 3 or 4 during the year) with agency executives and staff
 - b. One or two group sessions with several agency executives to review tentative Committee conclusions
 - c. Telephone discussions from time to time to obtain information or test an idea.

AGENCIES INCLUDED IN

GROUP SERVICES COMMITTEE STUDY

A. VOLUNTARY AGENCIES -
FINANCIALLY RELATED TO
THE WELFARE FEDERATION

Committee Contacts

- | | | |
|---------------------------------|---|---|
| 1. Boys' Club | } | Rabbi Silver
Mr. Hawkins |
| 2. Jewish Community Center | | |
| 3. Inner-City Protestant Parish | | |
| 4. Council of Churches | | |
| 5. Boy Scouts | | Mr. Beach |
| 6. Camp Fire Girls | } | Mrs. Madison
Mr. Brooksieker
Mr. West |
| 7. Girl Scouts | | |
| 8. Y.M.C.A. | | Mrs. Cruz
Mr. Arnold |
| 9. Y.W.C.A. | | Mrs. Gilmer
Mr. Calkins |

Committee Contacts

- 10. Greater Cleveland Neighborhood Centers Association (G.C.N.C.A.)
 - a. Altz Social Settlement
 - b. East End Neighborhood House
 - c. Friendly Inn
 - d. Merrick House
 - e. West Side Community House
 - f. University Settlement
 - g. League Park Center
 - h. Goodrich Bell Center
 - i. Goodrich Gannett and Sterling Centers
 - j. Glenville Neighborhood Center
 - k. Community Services Center of Mount Pleasant
 - l. Hiram House
- 11. Phillis Wheatley Association
- 12. Garden Valley Neighborhood House
- 13. United Area Citizens Agency

Mrs. Williams
 Mr. Minter
 Dr. Nagle
 Mr. Unger

- 14. Karamu House
- 15. Music School Settlement
- 16. Salvation Army
- 17. Golden Age Centers
- 18. U.A.W. Retired Workers Centers

Mr. Gillen

Mr. Minter

Mr. Vara

B. PUBLIC AGENCIES

- 1. Cleveland Board of Education
- 2. Cleveland Department of Recreation
- 3. Cuyahoga County Welfare Department
- 4. Cleveland Council for Economic Opportunities (C.E.O.)

ISSUES FOR RESOLUTION

GROUP SERVICES STUDY COMMITTEE

- I. Can there be a defined division of functions between voluntary group service agencies and government?
- A. If so, which functions should be assumed by each sector? The following functions should be considered:
- (1) Recreational services - aimed at physical conditioning, sportsmanship, and use of leisure time
 - (a) Athletics and physical education
 - (b) Social recreation (e.g., dances and parties)
 - (c) Cultural arts (e.g., music, drama)
 - (d) Camping
 - (2) Social maturation services - aimed at character building, generation of capacity for social development, and transmission of social values and customs
 - (a) Recreational-type activities
 - (b) Child development services
 - (3) Neighborhood organization and development services - aimed at building organizations, leadership skills, and problem-solving ability
 - (4) Special problem-focused services - aimed at meeting a range of critical social problems
 - (a) Alienated teen-agers
 - (b) Marital and parent-child conflicts
 - (c) Assimilating rural migrant newcomers into the city life
 - (d) Unwed parents
 - (e) Unemployed youth and adults
 - (f) Other problems

- B. Should voluntary group service agencies attempt to meet all the functions assigned such agencies, or should some or all of these agencies try to specialize?
 - C. Which functions, appropriately assumed by public agencies, should be performed by the educational system - as contrasted with other units of government?
- II. To what extent should priority for Welfare Federation funds be given to programs of voluntary group service agencies whose objectives are specific and whose performance can be appraised?
- III. To what degree should priority for Welfare Federation funds be given to voluntary group service agencies that demonstrate a willingness and capacity to intensify their efforts in the city vs. the suburbs?
- A. Should specific emphasis be given to low-income sections of the city?
 - B. Should special emphasis be placed on particular functions?

M E M B E R S H I P L I S T

AD HOC COMMITTEE TO DEFINE FUNCTIONS OF GROUP SERVICE AGENCIES

Ralph L. Gillen, Chairman
McKinsey & Company, Inc.
100 Erieview Plaza, (44114)
696-1313

Melvin C. Arnold
Vice President and General Counsel
Eaton, Yale and Towne, Inc.
100 Erieview Plaza (44114)
523-5000

Walter Beach III
United Coordinator
Council of Economic Opportunities
in Greater Cleveland
1350 West Third Street (44113)
696-9077, Ext. 167

H. H. Brooksieker
Manager of Transmission and
Distribution
The Cleveland Electric
Illuminating Company
55 Public Square (44113)
623-1350

Hugh Calkins
Jones, Day, Cockley and Reavis
1750 Union Commerce Building (44115)
621-5800

Mrs. Sophia Cruz
1775 West 25th Street (44113)
781-8727

Mrs. Doris Gilmer
1434 East 85th Street (44106)
795-4084

Glenn Hawkins, Director
Superior Area Community
Action Program
6924 Superior Avenue (44103)
432-2266

Mrs. Julian C. Madison
890 East Boulevard (44108)
268-4342

Steven A. Minter, Asst. Director
Cuyahoga County Welfare Department
220 St. Clair Avenue, N.W. (44113)
861-1775

Dr. William Nagle, Director
Institute of Urban Studies
The Cleveland State University
East 24th Street and Euclid Avenue
(44115)
771-0250, Ext. 486

Rabbi Daniel Jeremy Silver
The Temple
University Circle and Silver Park
(44106)
791-7755

Paul A. Unger, President
The Unger Company
1273 West Ninth Street (44113) 621-1450

Ralph M. Vara
Manager-Product Service Analysis
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William H. West, Jr.
Thompson, Hine and Flory
National City Bank Building (44114)
241-1880

Mrs. Helen Williams
10824 Columbia Avenue (44108)
541-1372

Ex-Officio

Mrs. Frank Porter, Chairman
Community Services Division
County Line Road
Chagrin Falls, Ohio (44022)
247-7877

Mrs. James R. Bailey
Group Services Consult
Welfare Federation
1001 Huron Road (44115)
781-2944, Ext. 237

Planning Interns

Mrs. John Boenke (Mary)
Mrs. Judith Thistlewood
Miss Madeline Harris

GROUP SERVICES INVENTORY FORM

INSTRUCTION SHEET

I. Organization of Inventory

- A. Inventory is organized according to a defined description of a recreation and/or group service FUNCTION that may be performed (e. g. , camping, physical education and athletics, social recreation, cultural arts)
- B. For each function, a number of PROGRAM ACTIVITIES are listed (e. g. , resident camping)
- C. For each function and appropriate program activity you are asked to give information about
 - Age range served
 - Proportion of total clientele served by each program
 - Type of personnel performing each program
 - Budget information

Organization is asked to check information as it best describes each specific program and/or service it offers in terms of the organization's goals for that activity (e. g. , agency should decide whether woodworking is part of its recreation program or aims at solving a special problem (alienated teen-ager).

II. Key to Use in Filling Out Personnel Information

- A Full-time Professional Teacher
- B Half-time or more Professional Teacher
- C Less Than Half-time Professional Teacher

- D Full-time Professional Social Worker
- E Half-time or more Professional Social Worker
- F Less Than Half-time Professional Social Worker

- G Full-time Nonprofessional
- H Half-time or more Nonprofessional
- I Less Than Half-time Nonprofessional

- J Full-time Administrator
- K Half-time or more Administrator
- L Less Than Half-time Administrator

LIST OF INVENTORY FORMS

FUNCTION

Recreation

a. Physical Education and Athletics

To provide for the development and maintenance of physical skills, stamina, good physical condition, and sportsmanship. Activities include provision of physical facilities (indoor and outdoor) suitable for sports and exercise; supervision by trained staff of games, practice and team play; encouragement and guidance of progress in athletics and skill in sports; ancillary preventive or curative medical programs; general health and safety programs.

b. Social Recreation

Provides for learning of social skills and group relationships during leisure time. Activities include supervised group programs and experiences, e. g., dancing, parties, and lounge

c. Cultural Arts

Provides for the development of self-expression, cultural, and artistic abilities; and for the cultivation of hobbies. Activities include informal and formal educational classes and group instruction in special interests, e. g., arts, music, drama

d. Camping (resident, overnight, and day camping)

Includes at least five basic elements: out of doors, recreation, group living, education, and social adjustment. Purpose is to provide an opportunity for getting acquainted with and learning to enjoy nature, campcraft; to promote intellectual, emotional, physical, social, and democratic development, self-reliance, and resourcefulness. Activities include campcraft, swimming, nature lore, conservation, outdoor and indoor recreation, athletics, and group social programs.

Social Maturation

Provides for the social development of children and youth along with character building and the transmission of social values and customs; and the development of leadership potentials. Activities include a wide range of group activities and learning experiences, e.g., club groups, troop-type program, and special interest groups

Neighborhood Organization and Development

Specific objectives of neighborhood organization and development services are to (1) develop effective citizen participation, organization and leadership skills among residents for self-help and community action programs in both neighborhood and city-wide problem solving; (2) mobilize health, welfare, and recreational agencies to maintain and establish needed services in the neighborhood. Activities are aimed at improving the quality of life and livability of inner-city neighborhoods

Special Problem-Focused Services

The objective of any special problem-focused service is to alleviate, control, prevent, or treat the problem situation identified. Such service is referred to as social group adjustment and rehabilitation. To provide for the redirection of energies toward positive social goals, raising of levels of aspiration, reduction of maladaptive behavior patterns, and healthier expression and fulfillment of individual and group potentialities. Includes provision of positive ego-models through the use of trained leadership in direct contact with groups and individuals in need of rehabilitative influences; encouragement of constructive activity and democratic values; use of role playing, individual, and group counseling, and other therapeutic techniques; planned use of social controls and setting of limits on negative behavior patterns; street gang work with detached workers.

General Administration (not program-related)

Relates to overall management functions such as Board and committee meetings, office management, accounting and budgeting, administrative reporting and direction, building maintenance, and central services

GROUP SERVICES INVENTORY FORM

FUNCTION: Camping (resident, overnight, and day camping)

Includes at least five basic elements: out of doors, recreation, group living, education, and social adjustment. Purpose is to provide an opportunity for getting acquainted with and learning to enjoy nature, campcraft; to promote intellectual, emotional, physical, social, and democratic development, self-reliance, and resourcefulness.

Activities include campcraft, swimming, nature lore, conservation, outdoor and indoor recreation, athletics and group social programs.

Instructions: Organization is asked to check information as it best describes each specific program and/or service it offers in terms of the organization's goals for that activity (e. g. , agency should decide whether woodworking is part of its recreation program or aims at solving a special problem (alienated teen-ager).

Program Activity	Age Range (yrs)							Estimated Proportion of Total Clientele Served	Type of Personnel Performing Activity (show number in each category)	Budget	
	3-5	6-15	16-21	22-25	26-44	45-64	65 over			\$	% of Agency Total Budget
A. Resident Camping (for more than two nights)								<input type="checkbox"/> Most <input type="checkbox"/> Fair No. <input type="checkbox"/> Limited No.	<input type="checkbox"/> A <input type="checkbox"/> B <input type="checkbox"/> C <input type="checkbox"/> D <input type="checkbox"/> E <input type="checkbox"/> F <input type="checkbox"/> G <input type="checkbox"/> H <input type="checkbox"/> I <input type="checkbox"/> J <input type="checkbox"/> K <input type="checkbox"/> L		
B. Overnight Camping (for two nights or less)								<input type="checkbox"/> Most <input type="checkbox"/> Fair No. <input type="checkbox"/> Limited No.	<input type="checkbox"/> A <input type="checkbox"/> B <input type="checkbox"/> C <input type="checkbox"/> D <input type="checkbox"/> E <input type="checkbox"/> F <input type="checkbox"/> G <input type="checkbox"/> H <input type="checkbox"/> I <input type="checkbox"/> J <input type="checkbox"/> K <input type="checkbox"/> L		
C. Day Camping - not overnight (does <u>not</u> include so-called day camps operated on agency premises in city)								<input type="checkbox"/> Most <input type="checkbox"/> Fair No. <input type="checkbox"/> Limited No.	<input type="checkbox"/> A <input type="checkbox"/> B <input type="checkbox"/> C <input type="checkbox"/> D <input type="checkbox"/> E <input type="checkbox"/> F <input type="checkbox"/> G <input type="checkbox"/> H <input type="checkbox"/> I <input type="checkbox"/> J <input type="checkbox"/> K <input type="checkbox"/> L		
D. Family Camping								<input type="checkbox"/> Most <input type="checkbox"/> Fair No. <input type="checkbox"/> Limited No.	<input type="checkbox"/> A <input type="checkbox"/> B <input type="checkbox"/> C <input type="checkbox"/> D <input type="checkbox"/> E <input type="checkbox"/> F <input type="checkbox"/> G <input type="checkbox"/> H <input type="checkbox"/> I <input type="checkbox"/> J <input type="checkbox"/> K <input type="checkbox"/> L		

COMMENTS BY AGENCY _____

SILVER

PERIODIC REVIEW COMMITTEE II
GROUP SERVICE PLANNING & REVIEW COMMITTEE
GROUP SERVICES COUNCIL

AGENCY: The Boys' Club of Cleveland

FROM: October 27, 1966

TO: February 14, 1967

SOURCES OF INFORMATION:

Agency's Self-Study and meeting with agency representatives at the Boys' Club on November 30, 1966.

Excerpts Highlighting the Agency's Self-Study

The purpose of the Boys' Clubs of America is boy guidance. The technique of boy guidance is built around the skillful use of recreational activities as a natural basis of constructive influence. The purpose of the Boys' Club is not to furnish mere amusement. Provision for play is a means to an end -- the development of good character and citizenship for boys 6-17 years of age.

The idea is to provide a place where boys may come at any time; it is not a one-hour or one-day-a-week program, but a place that welcomes the boy at any and all times. There are no limitations caused by dues, ages, or creeds. It is a thoroughly democratic, non-sectarian agency for all boys of all classes with a plan of work which reaches under-privileged and disadvantaged boys living in unfavorable environments. Such an organization appealing to masses of boys not only keeps them out of trouble by providing worthwhile activities but it also supplies a controlled environment and guidance which influences behavior and the formation of good character.

The average Boys' Club has about 1,000 members and some run as high as 6,000. Boys' Club practice requires:

- a) that the Club facilities be within walking distance of the boys it is expected to serve (about 1 mile).
- b) that the program be sufficiently diversified to draw into membership a good proportion of boys of the immediate neighborhood.
- c) that there be adequate program available at all times.
- d) that the program encourage consistent attendance.
- e) that the membership be localized.

The distinctiveness of the Boys' Club is the combination of eleven features: building centered, all boys, boys of low-income families, low membership dues, non-sectarian, open door policy, varied program, individual and group and mass methods used, professional leadership, boy guidance, and chartered by Congress.

The Boys' Club of Cleveland realized its first major goal in 1953 when a group of six men formed a committee to organize a Boys' Club in Cleveland. The Clubhouse was officially opened October 25, 1954. The response was overwhelming, with 381 boys joining as members during the first week of operation. A total of 10,340 boys have taken advantage of the Boys' Club services from the start to the present time.

Boys' Club of Cleveland

With a building designed to accommodate 500 boys, the Club membership doubled and in March of 1959, the building was enlarged, additional facilities installed and put into service. The Cleveland Boys' Club service area has encompassed a one-mile radius from its building at Wendell Avenue (North Broadway Social Planning Area) to Willow Freeway on the north, Morgana on the south, East 70th Street on the east, and Independence Avenue on the west.

For some time the agency has felt the importance of extending its facilities to more boys in and around the Broadway-East 55th Street area. With the North Broadway boy population declining due to the Willow Freeway development (over 700 homes involving 300 Club members), the Boys' Club membership has steadily dropped. Population in the immediate neighborhood will continue to decline with further extension and development of freeways.

Although the membership has been greatly reduced (presently 500 as contrasted with highs of 1,025), there is a definite need to continue serving the boys remaining in and around the present facility. The agency reaches 62% of the available boys in the area. A tremendous change in clientele composition has taken place in the past five years, from a predominantly Polish-Bohemian-Catholic membership to increasing numbers of members from the Southern Appalachian area. The agency is experiencing entirely different kinds of problems with the influx of these new migrants.

The unserved area of South Broadway is of chief importance to the Boys' Club. At present only 3% of the Boys' Club membership comes from this area; however, the distance and location of the Boys' Club facility in relation to South Broadway must be taken into consideration.

Plans and studies are being conducted to see what is the greatest possible need that the Boys' Club must develop to incorporate the unserved areas in and around the existing area. Obviously, one of the paramount considerations in expansion is to determine the proper location which would provide maximum benefits to the greatest number of boys. A preliminary survey of possible locations is presently being made.

With only two full-time professional staff people (6 part-time), program planning time is limited. Group Club and Guidance program is new, developed since the spring of 1966 through funds made available by the United Youth Program (Welfare Federation). The program enables more individual contacts with problem boys, hard-to-reach boys, and gangs. Regular program activities include: gymnasium, exercise room, game room, crafts and woodworking shops, playground and playfield.

Funds, annually, have not increased from the Welfare Federation since the Boys' Club's acceptance into the Federation six years ago. Funds were never made available for requested increases in salary and other fixed costs.

Review Committee Conclusions

1. The Committee concludes that the Cleveland Boys' Club is playing a necessary role in the North Broadway area, particularly since there is no public or private agency located in the area providing this kind of service to these boys. The majority of the membership appear not to belong to any other organized, adult supervised leisure-time program.

Boys' Club of Cleveland

2. The Committee agrees with the Boys' Club that it must relocate its facility to a more centrally located spot in the North-South Broadway area. To remain at its present facility the agency would consign itself to a situation of static or declining membership. Thus, the agency is at a most critical period in its development.
3. The Boys' Club is also considering expansion of its service to other areas of the city. The Committee concludes that such consideration demands very careful and thorough planning by the agency.
4. The small number of Board members and the limited representative nature of the Board of Directors has probably contributed to a lack of agency growth. The continued growth and development of any voluntary agency will depend upon a broad-based, community-at-large support.
5. The Boys' Club's stated purpose is that of "boy guidance". However, until this past year the agency had not provided this service. New funds made available to the agency through the United Youth Program of the Welfare Federation has made this possible.

The Committee agrees that more trained personnel is needed to provide increased quality of service. Boys' Clubs in some other cities have been successful in obtaining federal funds to help youth out of poverty. The Cleveland Boys' Club has not as yet developed any such programs.

6. The Committee concludes that the agency could do more in the provision of day and resident camping referral opportunities to its members, even though the agency does not have its own camp facility.

Review Committee Recommendations

1. The Boys' Club should continue to devote attention to meeting the needs of the North Broadway area.

Since University Settlement (located in South Broadway) is also committed to serving the North Broadway area, the Committee urges the two agencies to work together in the development of complimentary service programs.

2. The Committee urges the Boys' Club to make a definitive plan for its future location and building as soon as possible.
3. The Boys' Club of Cleveland should consult with the Welfare Federation before engaging in any extensive exploration of expansion into other areas of the City.
4. The Boys' Club should take immediate steps to strengthen its Board of Directors by considering the following action:
 - a. Include in its operating policies one of rotating membership to facilitate on-going and new leadership. A rotating board membership policy is standard administrative practice by many social service agencies.

Boys' Club of Cleveland

- b. Add neighborhood residents to the Board to strengthen community ties and to bring added knowledge and understanding of the community to the policy-making body of the agency.
 - c. Add leaders in different sectors of community life to the Board.
 - d. Increase the number of Board members from the present eleven (11) to a minimum of twenty-five (25).
5. The Boys' Club is urged to strengthen its guidance service to its members who come from low-income, mobile, and problem families. The Committee supports the agency in its interest to develop special programs geared to meet the needs of the poor, and encourages the agency to seek special funding and trained personnel for such programs.
6. The agency should explore with the Welfare Federation the possibility of receiving campership funds to enable low income boys from the neighborhood to attend existing agency operated camps.

Review Committee Members

Bud Weidenthal, Chairman

Mrs. George Albee

Albert Alissi

Harvey Cummings

Howard Robbins

George Kozak

Mrs. Carolyn Milter

Seymour Raiz

Mrs. Bernard Ruble

David Warshawsky

William Nelson

Mrs. Carol Bailey, Staff Secretary

Ex-Officio

John S. Rea
Seymour Slavin
Lester G. Glick

TO: Periodic Review Committee II

FROM: Boys' Club of Cleveland Evaluation Committee

SUBJECT: Periodic Review Response

Definite short and long range expansion plans have been adopted by the Board of Directors and the entire program has been submitted to the Welfare Federation of Cleveland for study and review.

The Boys' Club is committed to serving the total North and South Broadway area. Plans have been formulated to relocate to a more densely populated area in the 55th Street and Broadway section as part of the long and short range expansion plans of the organization. Therefore, the entire two areas will continually be served.

Board organization is being strengthened with additional community leaders and total numbers increased to a more workable policy-making body.

In difference to the Review Committee's fifth conclusion statement that the agency has not provided guidance service until this past year, we wish it to be understood that these services have been provided in the daily program by the entire staff, from the time of the Club's inception. However, the need for a full-time guidance worker is imperative to do a complete job of guidance with follow-through procedures. We have requested special funds to employ a qualified guidance worker for the past five years, from the Welfare Federation, to no avail.

Federal funds are also being sought to develop additional services in the Clubs.

Fifteen camperships were provided to the Boys' Club by the campership fund through the Welfare Federation this past year.

September 1967



The Jewish Community Federation of Cleveland

1750 EUCLID AVENUE • CLEVELAND, OHIO 44115 • PHONE (216) 861-4360

January 19, 1970

MEMORANDUM

TO: MEMBERS, PUBLIC WELFARE COMMITTEE
FROM: RABBI DANIEL JEREMY SILVER, CHAIRMAN

The next meeting of the Public Welfare Committee will be held on FRIDAY (NOON LUNCHEON), JANUARY 30 AT THE FEDERATION OFFICES.

The attached minutes reflect discussion at our last meeting on the status of the report of the Mayor's Commission on the Crisis in Welfare in Cleveland. Since that time a small meeting has been held with representatives of the Catholic and Protestant communities and a start has been made in evaluating any community action regarding the Commission's recommendations.

Dean Herman Stein, who played such a crucial role in the development of the original Commission, will be with us on the 30th to present his thoughts concerning implementation of the report.

A major aspect of Federation's community betterment activity has been through this project. Please plan to be with us for this important meeting as we decide on further implementation of the report. Our decisions can have significant impact on the public welfare problems facing Cleveland.

Kindly return the enclosed reply card indicating your attendance.

Thank you.

enc.

THE WELFARE FEDERATION

C-O-P-Y

May 12, 1970

SERVING THE CLEVELAND
METROPOLITAN AREA

1001 HURON ROAD
CLEVELAND, OHIO 44115
TELEPHONE 781-2944
AREA CODE 216

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President

GEORGE M. EDWARDS
MRS. FRANK H. PORTER
Vice Presidents

ALLEN H. FORD
Treasurer

W. T. McCULLOUGH
Executive Director

COMMUNITY SERVICES, PLANNING
AND DEVELOPMENT DIVISIONS

DEAN G. OSTRUM
Chairman

FINANCIALLY PARTICIPATING
AGENCIES DIVISION

EDWARD P. MURPHY
Chairman

Mr. Dean G. Ostrum, Chairman, Community Services-
Planning and Development Divisions
Mr. Edward P. Murphy, Chairman, Financially
Participating Agencies Division
The Welfare Federation of Cleveland
1001 Huron Road
Cleveland, Ohio 44115

Dear Dean and Ed:

The Report of the Ad Hoc Committee on Group Service, which was completed in the spring of 1969, has been the subject of much controversy and misinterpretation. The Executive Committee has discussed the Report on several occasions and has authorized this letter now to clarify certain policy issues which the Report posed and which merit formal comment from the Executive Committee.

There is in the Ad Hoc Committee Report a central premise, not explicit but clearly implied, that is deeper, more significant, and of greater urgency than the specific recommendations. That premise is that greater attention must be given both by the the Welfare Federation and by its participating agencies to the emerging needs of the community, particularly those peculiar to the inner-city but also those which are of broader concern as well - for instance, housing, drugs, racial relations. The Executive Committee believes this concern is fundamental, and that it is right. It was this underlying thesis, combined with other events and circumstances, which motivated the Federation to allocate substantial amounts for 1970 to emerging and inner-city needs.

The Executive Committee believes further that there is much merit to many of the specific recommendations in the Report. These specifics should provide subject matter for the work agenda of the Community Services and Community Planning and Development Divisions in their work in the Group Services field.

Indeed work on some of the specific recommendations is already being done. Thus, the Report expressed the need, felt by other groups also, for intensified communication with the United Appeal and the Community Chest regarding the adequacy of funds. The Federation's Executive Committee is currently engaged in a series of such conferences with the United Appeal leaders and this will have constructive benefit. In addition, it is proposed to explore with other agencies which are the beneficiaries of United Appeal dollars, particularly the Community Chest, Red Cross and Jewish Welfare Federation, means of joining in response to the community's priorities.

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1913 MAY 1970

BRINGING TOGETHER MORE THAN 200 ORGANIZATIONS FOR COMMUNITY PLANNING IN HEALTH, WELFARE AND RECREATION
Supported through the United Appeal

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The Report also proposed that Review and Allocations Committees concerned with group services should develop some means of joint deliberation so that the total community problem of group services could be seen whole. This was done last fall through joint meetings and joint recommendations on priorities by the Local and National Group Services Committees and presumably such an approach will be considered again this year. The result, which may be partially attributable to the underlying premise of the Report was that the FPA Division in some of its allocation decisions sought to slow up the erosion of services to inner-city people by agencies located in inner-city areas, particularly where the agencies have limited recourse to other sources of voluntary funds or earnings from beneficiaries.

It is increasingly apparent, not only from examination of the Ad Hoc Committee's Report and the reactions to it, but also from some public reactions to last fall's allocations decisions, that there is general lack of understanding among member organizations and the public about the premises on which the Welfare Federation works. There is also a deficiency in understanding the principles on which the whole concept of federated effort must be based. The recent draft statement, "A Commitment to Change", attached, was prepared by the Executive Committee as a step toward resolving this communication problem.

"A Commitment to Change" clearly expresses the conviction that change and adaptations are the order of the day for all community organizations and that the community interest must transcend the interests of individual organizations. It goes further, however, and includes the following important observation designed to emphasize the role which is expected of long-established organizations:

"Decisions must be made from time to time to aid new organizations required to deal with emerging problems, even though it must be recognized that for the long term, changing community needs must be met by established organizations which have their roots down and which have vitality and momentum in the direction of changing needs."

"A Commitment to Change" also addresses itself to the nature of federated voluntary effort and the processes required to keep it dynamic and responsive to changing needs. This statement provides a frame-work for certain policy points of view which the Executive Committee believes must be clearly articulated in order to remove confusions which the Ad Hoc Group Services Report has created among agencies and the contributing public.

There are two recommendations in the Report which are incompatible with the premises on which the Welfare Federation must work. Paraphrased, with our observations, these are:

1. The Report advocated eventual exclusion from voluntary support of services which are aimed at cultural enrichment, informal education, social maturation, social recreation and camping "except to the extent that they can be used as tools for special problem-focused work with groups and individuals"; athletics and physical education would be completely excluded from voluntary support. The rationale for these recommendations was that these functions are performed extensively by the public sector.

The Executive Committee does not subscribe to these views. The Executive Committee believes that as long as these kinds of services are aspects of services of member agencies whose purposes are relevant to the needs and interest of large segments of the contributing public, these kinds of services merit continued Federation support, today and in the foreseeable future. Further effort should be undertaken to work with public agencies in these areas and to coordinate and plan the work of the voluntary and public sectors.

The Executive Committee further believes, that planning and action, in conjunction with public agencies, should be aggressively pursued to develop other appropriate sources of support for such services provided by member agencies. Until government, which has only a permissive responsibility in this field, is able to substantially expand its services, the United Appeal presently continues to afford the best method for raising contribution funds for these services when approved and provided by participating voluntary agencies.

2. The Report advocated that allocation of funds be exclusively for selected and recommended functions and that other functions of agencies be financed by the agencies' own extra fund-raising efforts (including fees and other means).

This recommendation cannot be accepted. If allocation decisions were made on this basis, the current multiplicity of appeals, about which there is now much organized community concern, would be compounded to the point of chaos.

These observations are in no way intended to discount the merits of other concepts and recommended guidelines for change contained in the Report. It is suggested, however, that the desirable action on the Report would be for the Community Services-Planning and Development Divisions to use the Report simply as a point of reference for developing a work agenda for itself in the group services field. Suggestions for the work agenda by the Executive Director last summer appear to have continuing merit and are available to the Divisions.

One essential ingredient for forward movement toward change in the group services field, as in any other field of work, is participation of the organizations which ultimately will provide the services. This may not have occurred to a sufficient degree in the work of the Ad Hoc Committee. If any new comprehensive approach in this field of work is to be undertaken, the Executive Committee believes provision should be made for full interaction with concerned organizations in the interest of development of feasible plans for action.

The Executive Committee regrets uses of the Report not contemplated by the Ad Hoc Committee, including particularly out-of-context quotations with reference to certain national youth serving organizations and the attribution to the Report of an official status which it never had.

In final comment, the Executive Committee re-emphasized its belief that the basic premise of the Report -- the necessity for imaginative and daring use of available dollars to respond to emerging needs of the community -- should indeed be used in the allocation process. Existing

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agencies should be encouraged by sympathetic response to these needs and, indeed, the Committees should assist such agencies in identifying needs and priorities and in developing programs in response to them. And existing organizations should not be penalized arbitrarily because some portions of their programs do not fit into certain priority categories, and the allocation committees have not done so. Certainly, as support for some types of services becomes available from other sources, the Review and Allocations Committees should, as they traditionally have, respond in some meaningful fashion in allocation decisions, for in the final analysis Welfare Federation dollars are deficit dollars to be used only when funds are not available from other sources.

The Executive Committee hopes that these comments will assist your Divisions as they move forward in their work.

Sincerely,

/s/

A. A. Sommer, Jr.
President

AS:pb

THE WELFARE FEDERATION

C
O
P
Y

May 20, 1970

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EDWARD P. MURPHY
Chairman

TO: BOARD PRESIDENTS, GROUP SERVICE AGENCIES
EXECUTIVES, GROUP SERVICE AGENCIES

At its meeting on May 15, those members present at the Combined Community Services-Planning and Development Divisions unanimously adopted the actions and recommendations of the Executive Committee of the Welfare Federation clarifying issues raised by the Group Services Study Committee Report, June 1969. A copy of the letter from Mr. A. A. Sommer, Jr., President of the Welfare Federation to Mr. Edward P. Murphy, Chairman of the Financially Participating Agencies Division and myself as Chairman of the Combined Divisions transmitting Executive Committee actions, is attached. This letter clarifies policy issues which the report posed.

As you may know, the Group Services Study Committee Report was not adopted by the Community Services Division as an official document. With the clarification of the policy issues in the attached letter, no further action on the report will be taken. However, work on two important areas in the group services field identified by the report will be undertaken shortly:

1. The appointment of a committee to clarify relative and complementary service potentials of governmental and voluntary group service agencies and to design an approach to development of the fuller potential of each, including financial resource development.
2. Establishment of a Joint Agency Committee, including agency participants, to determine more effective ways and means of serving teenage youth and the development of service priorities.

We hope that you will call Leona Bevis or me if you have any further questions. Mr. Sommer's letter is so complete that we hesitate to add any further comment other than to say we hope the controversy and misunderstanding of the past year is at an end and we can move forward together on a positive program of action in the interests of the whole community.

Sincerely,

Dean G. Ostrum, Chairman
Combined Community Services-
Planning and Development Divisions

DGO/jwc
Enclosure

cc: A.A. Sommer, Jr.
Edward P. Murphy
W.T. McCullough

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THE WELFARE FEDERATION

June 30, 1970

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M E M O R A N D U M

TO: FORMER MEMBERS OF THE GROUP SERVICES STUDY COMMITTEE

FROM: CAROL B. BAILEY, GROUP SERVICES CONSULTANT

RE: PROGRESS REPORT ON THE STUDY

A year has passed since the completion of the Study Report. A number of you have been involved in some aspect of the follow-up on the report. However, I thought you might appreciate the enclosed copies of two letters -- one from the Welfare Federation President and the other from the Division Chairman.

I want to again thank you very much for working on this difficult assignment. It was personally a pleasure for me to have the opportunity to work closely with each of you. I would welcome a call from any member of the committee should you have questions or comments.

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