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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

-2-

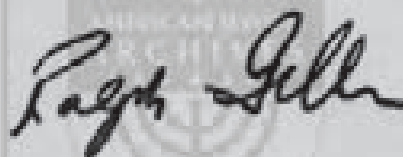
November 15, 1968

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:rwi

To: Members of the
Group Services Study Committee

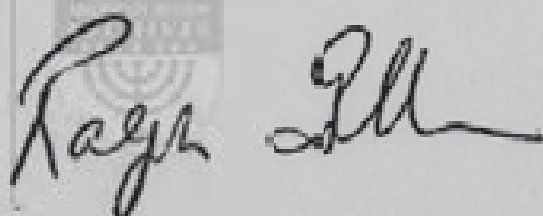
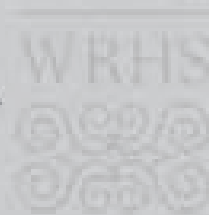
Memo from

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.



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 <u>Bulletin</u> , Boston, Mass. |
| II. The Modern Concept of Recreation | Excerpt from <u>Little Hoover Commission Report</u> , City of Cleveland

"The Need to Strengthen Voluntary Recreation Agencies", <u>Parks and Recreation Magazine</u> |
| 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", <u>Community Needs and Service Targets Report</u> , 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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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.

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

- 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.

Such resources should be redeployed to provide special problem-focused services.

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

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 cooperative 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 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 campship 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."

GROUP AND NEIGHBORHOOD SERVICES

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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 maintain 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

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

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:

	Comparative Change in <u>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

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FINANCIALLY PARTICIPATING
AGENCIES DIVISION
NELS C. NELSON
Chairman

February 20, 1969

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

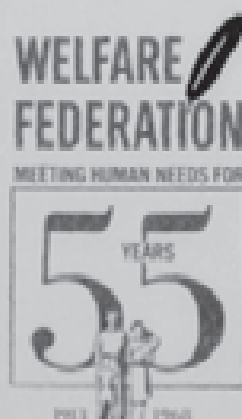
FROM: Leona Bevis, Secretary

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.



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 up-dated 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
Denver L. White
Director

DLW:EM

THE WELFARE FEDERATION

This same letter was sent to all Cuyahoga County Legislators.

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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



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Chairman

March 14, 1969

M E M O R A N D U M

TO: Group Services Study Committee Members

FROM: Ralph L. Gillem, Chairman

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

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
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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
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MEETING HUMAN NEEDS FOR



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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.

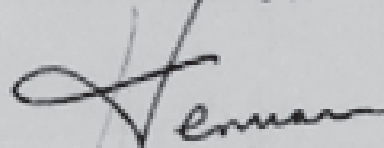
Page 2
Rabbi Daniel Jeremy Silver
April 7, 1969

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

GILBERT

RESOURCE BOND

50% COTTON

THE WELFARE FEDERATION

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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.

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

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.R.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.B. 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:

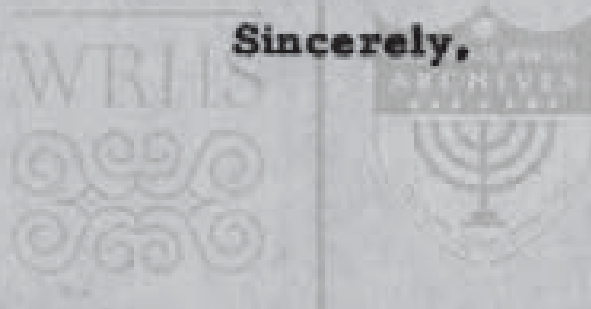
1. Guideline #1 assessment of effectiveness is an extremely difficult undertaking. "It will take money and time" and critical determination of what it is that should be measured. It seems to me beyond expectation that a systematic and effective measure can be made soon or that one can require "annual 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

INTERCULTURAL & RACIAL RELATIONS ORGANIZATIONS

HISTORICAL FACTORS

The group and neighborhood based services **SECOND DRAFT** 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 latter part of the 19th Century and the early 20th Century. These organizations represent the beginnings of a charitable movement in America.

II. A. POSSIBLE "GUIDELINES" FOR
GROUP SERVICE AGENCIES AND
THE WELFARE FEDERATION

Included also are the WRHS and the American Jewish Archives Institute. The WRHS was organized as a response to the development and leadership of the Y. The American Jewish Archives Institute was built around the Camp Five and the Christian ethic. The WRHS has been around since the 1920s. In 1950, the American Jewish Archives Institute was founded. Both are well organized and established institutions.

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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 the 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.

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
(7)
re-structure our priorities for social action.

- 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. (4)

* * * *

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.

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.

not
social
problem

GUIDELINE #1

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

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:



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.

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.



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

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.

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 a significant aspect of



The major responsibility 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.

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.

Implications 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.

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 as their responsibility. All local government agencies are expected to accept responsibility for the increased costs of these functions. The Welfare Federation allocation committee must, in some cases, compete with these. Of course, agencies may elect 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