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

GUIDELINE #4

Signature
Welfare !!

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

Rationale

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

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

Implications

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

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

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

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

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

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



Recent Social Security Amendments emphasize the right of the individual to an adequate income and medical aid when he is unable to obtain this for himself. "There is the traditional sense of dollar out food matters, and planning and love is degrading to the dignity of the individual and tends to perpetuate poverty and dependence.

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

GUIDELINE # 5

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

Rationale

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

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

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

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

Implications

- 1) Group service agencies should engage more vigorously in advocating for all people an adequate income for every unemployable individual, and guaranteed employment for all those able to work, and in connection with this take more responsibility for interpreting to the public the need for adequate tax dollars for the governmental sector to meet its public obligation.
- 2) A more effective means of meeting emergency situations in the neighborhood must be developed. Neighborhood based agencies are not open or available to their neighborhood people twenty-four hours a day, and often at the times when emergencies arise (weekends or late evenings). Consideration should be given to working out formal arrangements for emergency service with the "caretakers" of the local neighborhood to whom people turn in time of trouble.
- 3) A continued vital role of the voluntary is to develop, test, and demonstrate the validity of providing service for needs not yet mandated to

2) (continued)

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



Program evaluations should be based upon:

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

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

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

GUIDELINE #6

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

Rationale

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

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

Implications

Program evaluations should be based upon:

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

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

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

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

a) To determine effectiveness of national youth serving agency programs:

- progress of the youth within the program e.g. achievement of specific rank or leadership position,
- duration of membership,
- number or proportion of units exposed to interracial activities

b) To determine effectiveness of programs with alienated, street corner teenagers:

- degree to which and nature of behavior change e.g. more regular attendance at school, stop using drugs, stealing, fighting, etc.,
- retention on a job

2) Each agency should simultaneously take responsibility for more clearly spelling out its intended objectives (end result) in performing any activity, and for measuring the extent to which these objectives are achieved. The agencies should be required to solicit the views of the clientele which any specific program seeks to serve in order to get their evaluation of the service, as well as some assessment from neighborhood groups.

SECOND DRAFT

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



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

PLEASE DO NOT SHARE WITH ANYONE

April 1969

PROBLEMS RELATED TO APPLYING THE GUIDELINES & POSSIBLE SOLUTIONS

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

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

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

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

The Committee believes that "needs" must be re-assessed within the suggested "problem-focused" concept. The community Committee for Settlements, neither allocation committee should be made more consciously aware of the gap between this need and present resources -- and the resolution of problems that would be possible with adequate funds.

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

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

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

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

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

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

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

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

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

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

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

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

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

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- 4) Tolson, Harold and Helfetz, Roger, "Changing Patterns of Urban Development," Journal of Social Issues, N.A.S.W., 24, 1968, pp. 1-10.
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- 9) United Community Funds and Councils of America, Volunteerism and Urban Life Project.
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- 12) U. S. Government, President's Task Force on Suburbs, May 1968.

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- 7) Reuther, Walter P., "We Need a National Commitment to Wipe Out Poverty," Agenda, Industrial Union Department, AFL-CIO publication, August 1967.
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- 13) U. S. Department of Labor, A Sharper Look at Un-employment in U. S. Cities and Slums, November 1967. Also, Sub-Employment in the Slums of Cleveland.
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G L O S S A R Y O F F U N C T I O N S

NEIGHBORHOOD ORGANIZATION, DEVELOPMENT, AND SOCIAL ACTION

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

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

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

SPECIAL PROBLEM FOCUSED SERVICES (SOCIAL REHABILITATION)

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

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

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

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

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

CAMPING

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

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

CULTURAL ENRICHMENT AND
INFORMAL EDUCATION

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

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

SOCIAL MATURATION,
CHILD DEVELOPMENT AND
SOCIAL RECREATION

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

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

PHYSICAL EDUCATION
AND ATHLETICS

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

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



PRELIMINARY ANALYSIS OF INVENTORY MATERIAL

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

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

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

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

I. SIZE OF CLIENTELE

Ø 109,462 Total

Number of different persons served by each agency

AGE GROUPS AND PARTICIPANTS

Ø 74,751 Total

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

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

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

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

II. SERVICE CAPACITY

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

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

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

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

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

III. SOCIAL MATURATION FUNCTION

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

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

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

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

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

IV. SPECIAL PROBLEM FOCUSED-SOCIAL REHABILITATION FUNCTION

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

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

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

Of 17 agencies responding:

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

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

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

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

V. OTHER FUNCTIONS

A. Physical Education and Athletics

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

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

B. Camping

Fourteen agencies provide camping services at a cost of \$296,410 to 31,033 persons. Of this total figure served 25,922 are with the Girl Scouts and 938 represent recruitment activity by the settlements and U. A. W. Center (senior citizens).

C. Neighborhood Organizations and Social Action

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

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

♦ ♦ ♦ ♦ ♦



THE WELFARE FEDERATION

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METROPOLITAN AREA

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COMMUNITY SERVICES
DIVISION
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Chairman

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

April 23, 1969

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

TO: Group Services Study Committee

FROM: Carol B. Bailey, Staff Secretary

RE: MEETING CONFIRMATION

DATE: Friday, May 2nd

TIME: 2:00 p.m. to 3:30 p.m.

PLACE: Room 300, 1001 Huron Road

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

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

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

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

CBB/bg

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



BRINGING TOGETHER MORE THAN 200 ORGANIZATIONS FOR COMMUNITY PLANNING IN HEALTH, WELFARE AND RECREATION
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GROUP SERVICES REVIEW &
ALLOCATION COMMITTEES

John S. Rea
National Review Committee Chairman

Walter C. Kelley, Jr.
Local Review Committee Chairman



THE WELFARE FEDERATION

April 25, 1969

SERVING THE CLEVELAND
METROPOLITAN AREA

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

M E M O R A N D U M

TO: Group Services Committee Members

FROM: Carol B. Bailey, Staff Secretary

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

ROBERT M. GINN
President

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

W. BRADDOCK HICKMAN
Treasurer

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MRS. FRANK H. PORTER
Chairman

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

It has been a struggle!

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

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

Basically, I was told by some members: --

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

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

Thanks so much!

CBB/bg



M E M O R A N D U M

[Apr 25, 1969]

TO: Executive Committee, Board of Trustees, Welfare Federation

FROM: The Group Services Study Committee

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

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

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

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

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

[Apr 25, 1969]

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

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

1. United Appeal Goal

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

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

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

2. United Appeal-Agency Agreements

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

[Apr 25, 1969]

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

3. Establishing Priorities

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

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

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

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

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

4. Allocations for Functions

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

[Apr 25/1964]

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

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

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

5. Other Sources of Funds

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

M I N U T E S

GROUP SERVICES STUDY COMMITTEE

CONSUMER MEETING

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

Attending the meeting were:

Residents:

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

Committee:

Mrs. William C. Treuhart
Mr. H. H. Brookseiker
Mrs. Mary Boenke, staff

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

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

[Apr 28, 1969]

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

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

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

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

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

[Apr 28, 1964]

- 3 -

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

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



Mary Boenke
Acting Secretary

April 28, 1969

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

Dear Mrs. Bailey:

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

Sincerely,

DANIEL JEREMY SILVER

DJS:rvf

THE WELFARE FEDERATION

April 29, 1969

SERVING THE CLEVELAND
METROPOLITAN AREA

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

M E M O R A N D U M

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

TO: Executive Committee, Board of Trustees
Welfare Federation

FROM: The Group Services Study Committee

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

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

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

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



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

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

Establishing Priorities

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

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

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

Allocations for Functions

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

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

Executive Committee
April 29, 1969
Page 3

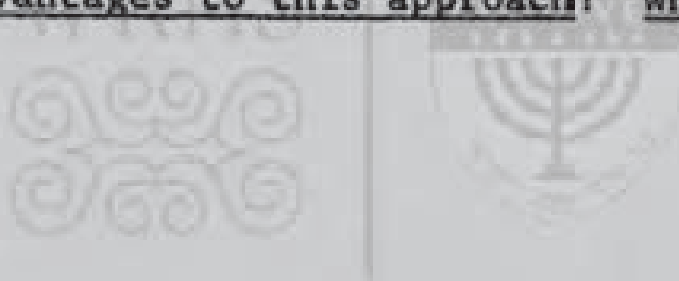
It is recognized that this would be a major change and probably would have to be applied to all fields of endeavor if adopted.

Other Sources of Funds

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

THE COMMITTEE'S QUESTION TO THE EXECUTIVE COMMITTEE

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



M I N U T E S

GROUP SERVICES STUDY COMMITTEE

CONSUMER MEETING

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

Present:

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

Ralph Finley, Director CEO

2 Health Center representatives

Approximately 35 members Hough C.O.B.

Group Services Study Committee:

Melvin Arnold

Mrs. Doris Gilmer

Mrs. Mary Boenke, staff

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

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

The residents present made the following observations:

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

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

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

Mary Boenke
Acting Secretary

M I N U T E S

Group Services Study Committee

Consumer Meeting

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

Those present included:

Glenville:

Mr. Edwards, President
12 women
2 men

Committee:

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

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

The following observations were made during the meeting:

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

[May 2, 1969]

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

Residents and committee members discussed basic issues:

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

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

Mary Boenke
Ad hoc Secretary

M I N U T E S

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

Those present were:

Residents and/or staff

Miss Joan Norrix - resident, CEO volunteer
Mrs. Carol King - WRO, YMCA
Mrs. Lois Forrest - Central YMCA
Mr. Richard Floyd - Cedar YMCA
Mr. Romie Stephens - Hough Development Corp.
Mrs. Carter - Acting Director, PORC

Committee

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

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

Existing programs are inadequate:

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

[May 8, 1968]

Employment and relevant training are high priority:

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

Supplementary Education is needed:

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

Community and/or resident control is necessary:

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

[May 8, 1969]

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

Area representation at this committee is recommended:

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

Mary Boenke
Ad hoc Secretary



M I N U T E S

GROUP SERVICES STUDY COMMITTEE

CONSUMER MEETING

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

Those present were:

Neighborhood Young People

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

Committee

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

WRHS



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

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

They gave the following information:

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

[May 12, 1969]

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

[May 12, 1969]

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



Mary Boenke
Ad Hoc Secretary

THE WELFARE FEDERATION

SERVING THE CLEVELAND
METROPOLITAN AREA

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

May 15, 1969

MEETING NOTICE

TO: GROUP SERVICES STUDY COMMITTEE MEMBERS

FROM: PAUL UNGER, VICE-CHAIRMAN

MEETING: THURSDAY, May 22

4:00 to 6:00 p.m.

1001 HURON RD. ROOM 300

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

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

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

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

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

RSVP



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

THE WELFARE FEDERATION

SERVING THE CLEVELAND
METROPOLITAN AREA

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

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President

MRS. CLARK E. BRUNER
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COMMUNITY SERVICES
DIVISION
MRS. FRANK H. PORTER
Chairman

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

June 2, 1969

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

Dear Mrs. Porter:

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

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

WHAT WE DID

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

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



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

ISSUES FOR RESOLUTIONGROUP SERVICES STUDY COMMITTEE

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

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

Summary Report

WHY WE ARE CONCERNED

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

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

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

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

WHERE WE COME OUT

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

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

Summary Report

WHERE WE COME OUT (Continued)

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

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

PRESENT FUNCTIONS ARE NOT CLEARLY RELATED TO MAJOR COMMUNITY NEEDS

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

- | | |
|---|---|
| Inter-racial-
Inter-cultural
Relations
Need More
<u>Attention</u> | 1. Group service agencies are particularly well equipped to work with problems of interracial-intercultural relations because of their inclusiveness and broad community-wide base. Although agencies have been contributing significantly to the development of better human relations among peoples, much more needs to be done on a year-round, conscious, and intensive priority basis to make more of an impact on our most serious national problem. In this field, efforts in the suburbs are likely to have particular value in shaping attitudes and behavior. |
|---|---|

Summary Report

Inadequate
Special Problem-
Focused Work

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

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

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

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

Inadequate
Service to
Teenagers

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

Summary Report

Community Needs
Remain Unmet

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

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

Lack of
Community
Understanding

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

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

Insufficient
Cooperation Within
the System and
With Other
Systems

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

Summary Report

Lagging
Consumer
Involvement
and
Indigenous
Leadership

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

Fees and Other
Costs Exclude
Most Needy
Users

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

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

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

Building
Centered
Programs Do
Not Reach Out
For The Needy

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

Reporting System
Do Not Express
Effectiveness
of Service

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

Summary Report

Adding it Up

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

WHAT SHOULD BE DONE

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

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

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

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

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

Summary Report

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

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

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

Summary Report

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

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

GUIDELINES FOR FUNDING

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

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

Mrs. Frank H. Porter

June 2, 1969

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Summary Report

GUIDELINE #1

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

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

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

GUIDELINE #2

ONLY to the extent that they contribute to the solution of special problems should Welfare Federation allocations support the functions of:

- camping
- cultural enrichment and informal education
- social maturation and social recreation

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

Mrs. Frank H. Porter
June 2, 1969
Page 12

Summary Report

GUIDELINE #3

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

GUIDELINE #4

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

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

GUIDELINE #5

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

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

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

Mrs. Frank H. Porter
June 2, 1969
Page 13

Summary Report

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

Respectfully submitted,

Ralph L. Gillen, Chairman

Paul A. Unger, Vice-Chairman

Mrs. Sonia Abels

Melvin C. Arnold

H. H. Brooksieker

Hugh Calkins

Mrs. Sophia Cruz

Mrs. Doris Gilmer

Mrs. Mildred Madison

Dr. William Nagle

Rabbi Daniel J. Silver

Mrs. William C. Treuhaft

Ralph M. Vara

William H. West, Jr.

Mrs. Helen Williams



THE WELFARE FEDERATION

SERVING THE CLEVELAND
METROPOLITAN AREA

June 9, 1969

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

ROBERT M. GINN
President

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Vice Presidents

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MRS. FRANK H. PORTER
Chairman

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

M E M O R A N D U M

TO: GROUP SERVICES STUDY COMMITTEE MEMBERS

FROM: CAROL B. BAILEY, STAFF SECRETARY

RE: FINAL SUMMARY REPORT

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

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

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

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

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

WELFARE
FEDERATION
MEETING HUMAN NEEDS FOR



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

June 11, 1969

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

Dear Mrs. Bailey:

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

With all good wishes, I remain

Sincerely,

DANIEL JEREMY SILVER

DJS:rvf

From the desk of

Date _____

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

TO: Rabbi Silver,

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

July 30, 1969

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

Dear Henry:

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

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

I do hope this is of use to you.

Sincerely,

DJS:mgn
Encls.

Daniel Jeremy Silver



The Jewish Community Federation of Cleveland

1730 EUCLID AVENUE • CLEVELAND, OHIO 44115 • PHONE (216) 861-4360

August 15, 1969

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

Dear Rabbi:

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

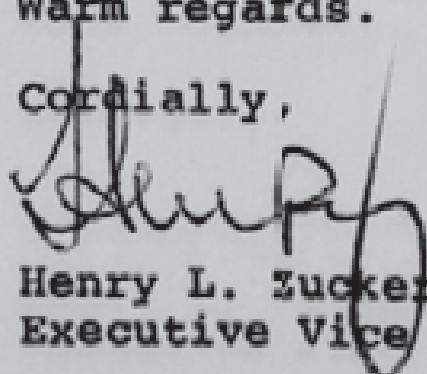
We have found during the past year or two that the frustrations faced by the Welfare Federation in their budgeting process have caused them to suggest a number of wrong answers to their problem. One of these is the suggestion that the traditional formula for the division of Community Fund monies be reviewed,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

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

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

Warm regards.

Cordially,


Henry L. Zucker
Executive Vice President

ag

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

August 13, 1969

CONFIDENTIAL

MEMORANDUM

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

From: Henry L. Zucker

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

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

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

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

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

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

August 13, 1969

M E M O R A N D U M

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

From: Henry L. Zucker

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

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

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

[Aug 13, 1969]

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

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

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

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

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

[Aug 13, 1969]

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

ag



THE WELFARE FEDERATION

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

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Executive Director

COMMUNITY PLANNING
AND DEVELOPMENT DIVISION
HAROLD E. BOEHM
Chairman

COMMUNITY SERVICES
DIVISION
MRS. FRANK H. PORTER
Chairman

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

October 1, 1969

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

Dear Rabbi Silver:

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

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

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

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

Thanks so much for this contribution to the community.

Sincerely yours,

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



Group Services Study Committee
Welfare Federation of Cleveland

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

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

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

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

Staff: Mrs. Carol Bailey
Miss Leona Bevis

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

I. REVIEW OF COMMITTEE CHARGE

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

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

II. SCOPE OF COMMITTEE ACTIVITY

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

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

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

The Mentally Retarded

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

Child Development

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

Public Sector

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

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

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

United Area Citizens Action Agency
Council of Churches

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

III. ISSUES FOR RESOLUTION

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

IV. AGENCY AND CONSUMER PARTICIPATION

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

AgencyParticipation

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

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

Consumer

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

V. PRELIMINARY WORK SCHEDULE

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

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

VI. INVENTORY FORM

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

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

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

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

NEXT MEETING: Tuesday, January 14, 1969

4:30 p.m.

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

ROLE OF COMMITTEE MEMBER

IN RELATION TO AGENCY CONTACT

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

AGENCIES INCLUDED IN

GROUP SERVICES COMMITTEE STUDY

A. VOLUNTARY AGENCIES -
FINANCIALLY RELATED TO
THE WELFARE FEDERATION

Committee Contacts

1. Boys' Club
2. Jewish Community Center
3. Inner-City Protestant Parish
4. Council of Churches

Rabbi Silver
Mr. Hawkins

5. Boy Scouts
6. Camp Fire Girls
7. Girl Scouts

Mr. Beach

Mrs. Madison
Mr. Brooksieker
Mr. West

8. Y.M.C.A.

Mrs. Cruz
Mr. Arnold

9. Y.W.C.A.

Mrs. Gilmer
Mr. Calkins

Committee Contacts

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

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

Mr. Gillen

Mr. Minter

Mr. Vara

B. PUBLIC AGENCIES

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

December 10, 1968

ISSUES FOR RESOLUTION

GROUP SERVICES STUDY COMMITTEE

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

- B. Should voluntary group service agencies attempt to meet all the functions assigned such agencies, or should some or all of these agencies try to specialize?
- C. Which functions, appropriately assumed by public agencies, should be performed by the educational system - as contrasted with other units of government?

II. To what extent should priority for Welfare Federation funds be given to programs of voluntary group service agencies whose objectives are specific and whose performance can be appraised?

III. To what degree should priority for Welfare Federation funds be given to voluntary group service agencies that demonstrate a willingness and capacity to intensify their efforts in the city vs. the suburbs?

- A. Should specific emphasis be given to low-income sections of the city?
- B. Should special emphasis be placed on particular functions?

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

AD HOC COMMITTEE TO DEFINE FUNCTIONS OF GROUP SERVICE AGENCIES

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

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

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

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

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

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

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

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

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

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

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

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

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

Ralph M. Vara
Manager-Product Service Analysis
Reliance Electric Company
24701 Euclid Avenue (44117)
732-7000

William H. West, Jr.
Thompson, Hine and Flory
National City Bank Building (44114)
241-1880

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

Ex-Officio

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

Mrs. James R. Bailey
Group Services Consult
Welfare Federation
1001 Huron Road (44115)
781-2344, Ext. 237

Planning Interns

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

GROUP SERVICES INVENTORY FORM

FACE SHEET

(To be prepared for the Group Services Study Committee
of the Cleveland Welfare Federation)

Name _____ Telephone Number _____

Name of Organization _____

Check most appropriate category:

_____ Settlement House	_____ School
_____ National Youth Serving	_____ City Department
_____ Religious	_____ Other (specify)

I. Size of Organization's Total Clientele (check most appropriate range)

_____ up to 500	_____ 1,000 to 5,000
_____ 500 to 1,000	_____ over 5,000

II. Geographic Area Served
(check most appropriate)

_____ Total City	_____ West Side (specify area)
_____ East Side (specify area)	_____ Outside of City (specify area)

III. Within Geographic Area Served Indicate Nature and Size of Target Clientele
The Agency Seeks To Serve (check as many as applicable)

Categories	Number of People In Area		
	Most People (50% or more)	Fair No. (15% to 50%)	Limited No. (less than 15%)
Families	_____	_____	_____
Adults	_____	_____	_____
Teen-agers	_____	_____	_____
Children	_____	_____	_____
Other (specify)	_____	_____	_____
One sex (specify M or F)	_____	_____	_____

GROUP SERVICES INVENTORY FORM

INSTRUCTION SHEET

I. Organization of Inventory

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

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

II. Key to Use in Filling Out Personnel Information

- A Full-time Professional Teacher
- B Half-time or more Professional Teacher
- C Less Than Half-time Professional Teacher
- D Full-time Professional Social Worker
- E Half-time or more Professional Social Worker
- F Less Than Half-time Professional Social Worker
- G Full-time Nonprofessional
- H Half-time or more Nonprofessional
- I Less Than Half-time Nonprofessional
- J Full-time Administrator
- K Half-time or more Administrator
- L Less Than Half-time Administrator

LIST OF INVENTORY FORMS

FUNCTION

Recreation

a. Physical Education and Athletics

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

b. Social Recreation

Provides for learning of social skills and group relationships during leisure time. Activities include supervised group programs and experiences, e.g., dancing, parties, and lounge

c. Cultural Arts

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

d. Camping (resident, overnight, and day camping)

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

Social Maturation

Provides for the social development of children and youth along with character building and the transmission of social values and customs; and the development of leadership potentials. Activities include a wide range of group activities and learning experiences, e.g., club groups, troop-type program, and special interest groups

Neighborhood Organization and Development

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

Special Problem-Focused Services

The objective of any special problem-focused service is to alleviate, control, prevent, or treat the problem situation identified. Such service is referred to as social group adjustment and rehabilitation. To provide for the redirection of energies toward positive social goals, raising of levels of aspiration, reduction of maladaptive behavior patterns, and healthier expression and fulfillment of individual and group potentialities. Includes provision of positive ego-models through the use of trained leadership in direct contact with groups and individuals in need of rehabilitative influences; encouragement of constructive activity and democratic values; use of role playing, individual, and group counseling, and other therapeutic techniques; planned use of social controls and setting of limits on negative behavior patterns; street gang work with detached workers.

General Administration (not program-related)

Relates to overall management functions such as Board and committee meetings, office management, accounting and budgeting, administrative reporting and direction, building maintenance, and central services

GROUP SERVICES INVENTORY FORM

FUNCTION: Camping (resident, overnight, and day camping)

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

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

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

Program Activity	Age Range (yrs)							Estimated Proportion of Total Clientele Served	Type of Personnel Performing Activity (show number in each category)	Budget	
	3-5	6-15	16-21	22-25	26-44	45-64	65 over			% of Agency Total Budget	% U. A. Funds Received
A. Resident Camping (for more than two nights)								<input type="checkbox"/> Most <input type="checkbox"/> Fair No. <input type="checkbox"/> Limited No.	<input type="checkbox"/> A <input type="checkbox"/> B <input type="checkbox"/> C <input type="checkbox"/> D <input type="checkbox"/> E <input type="checkbox"/> F <input type="checkbox"/> G <input type="checkbox"/> H <input type="checkbox"/> I <input type="checkbox"/> J <input type="checkbox"/> K <input type="checkbox"/> L		
B. Overnight Camping (for two nights or less)								<input type="checkbox"/> Most <input type="checkbox"/> Fair No. <input type="checkbox"/> Limited No.	<input type="checkbox"/> A <input type="checkbox"/> B <input type="checkbox"/> C <input type="checkbox"/> D <input type="checkbox"/> E <input type="checkbox"/> F <input type="checkbox"/> G <input type="checkbox"/> H <input type="checkbox"/> I <input type="checkbox"/> J <input type="checkbox"/> K <input type="checkbox"/> L		
C. Day Camping - not overnight (does <u>not</u> include so-called day camps operated on agency premises in city)								<input type="checkbox"/> Most <input type="checkbox"/> Fair No. <input type="checkbox"/> Limited No.	<input type="checkbox"/> A <input type="checkbox"/> B <input type="checkbox"/> C <input type="checkbox"/> D <input type="checkbox"/> E <input type="checkbox"/> F <input type="checkbox"/> G <input type="checkbox"/> H <input type="checkbox"/> I <input type="checkbox"/> J <input type="checkbox"/> K <input type="checkbox"/> L		
D. Family Camping								<input type="checkbox"/> Most <input type="checkbox"/> Fair No. <input type="checkbox"/> Limited No.	<input type="checkbox"/> A <input type="checkbox"/> B <input type="checkbox"/> C <input type="checkbox"/> D <input type="checkbox"/> E <input type="checkbox"/> F <input type="checkbox"/> G <input type="checkbox"/> H <input type="checkbox"/> I <input type="checkbox"/> J <input type="checkbox"/> K <input type="checkbox"/> L		

COMMENTS BY AGENCY _____

51106E

PERIODIC REVIEW COMMITTEE II
GROUP SERVICE PLANNING & REVIEW COMMITTEE
GROUP SERVICES COUNCIL

AGENCY: The Boys' Club of Cleveland

FROM: October 27, 1966

TO: February 14, 1967

SOURCES OF INFORMATION:

Agency's Self-Study and meeting with
agency representatives at the
Boys' Club on November 30, 1966.

Excerpts Highlighting the Agency's Self-Study

The purpose of the Boys' Clubs of America is boy guidance. The technique of boy guidance is built around the skillful use of recreational activities as a natural basis of constructive influence. The purpose of the Boys' Club is not to furnish mere amusement. Provision for play is a means to an end -- the development of good character and citizenship for boys 6-17 years of age.

The idea is to provide a place where boys may come at any time; it is not a one-hour or one-day-a-week program, but a place that welcomes the boy at any and all times. There are no limitations caused by dues, ages, or creeds. It is a thoroughly democratic, non-sectarian agency for all boys of all classes with a plan of work which reaches under-privileged and disadvantaged boys living in unfavorable environments. Such an organization appealing to masses of boys not only keeps them out of trouble by providing worthwhile activities but it also supplies a controlled environment and guidance which influences behavior and the formation of good character.

The average Boys' Club has about 1,000 members and some run as high as 6,000. Boys' Club practice requires:

- a) that the Club facilities be within walking distance of the boys it is expected to serve (about 1 mile).
- b) that the program be sufficiently diversified to draw into membership a good proportion of boys of the immediate neighborhood.
- c) that there be adequate program available at all times.
- d) that the program encourage consistent attendance.
- e) that the membership be localized.

The distinctiveness of the Boys' Club is the combination of eleven features: building centered, all boys, boys of low-income families, low membership dues, non-sectarian, open door policy, varied program, individual and group and mass methods used, professional leadership, boy guidance, and chartered by Congress.

The Boys' Club of Cleveland realized its first major goal in 1953 when a group of six men formed a committee to organize a Boys' Club in Cleveland. The Clubhouse was officially opened October 25, 1954. The response was overwhelming, with 381 boys joining as members during the first week of operation. A total of 10,340 boys have taken advantage of the Boys' Club services from the start to the present time.

Boys' Club of Cleveland

With a building designed to accommodate 500 boys, the Club membership doubled and in March of 1959, the building was enlarged, additional facilities installed and put into service. The Cleveland Boys' Club service area has encompassed a one-mile radius from its building at Wendell Avenue (North Broadway Social Planning Area) to Willow Freeway on the north, Morgana on the south, East 70th Street on the east, and Independence Avenue on the west.

For some time the agency has felt the importance of extending its facilities to more boys in and around the Broadway-East 55th Street area. With the North Broadway boy population declining due to the Willow Freeway development (over 700 homes involving 300 Club members), the Boys' Club membership has steadily dropped. Population in the immediate neighborhood will continue to decline with further extension and development of freeways.

Although the membership has been greatly reduced (presently 500 as contrasted with highs of 1,025), there is a definite need to continue serving the boys remaining in and around the present facility. The agency reaches 62% of the available boys in the area. A tremendous change in clientele composition has taken place in the past five years, from a predominantly Polish-Bohemian-Catholic membership to increasing numbers of members from the Southern Appalachian area. The agency is experiencing entirely different kinds of problems with the influx of these new migrants.

The unserved area of South Broadway is of chief importance to the Boys' Club. At present only 3% of the Boys' Club membership comes from this area; however, the distance and location of the Boys' Club facility in relation to South Broadway must be taken into consideration.

Plans and studies are being conducted to see what is the greatest possible need that the Boys' Club must develop to incorporate the unserved areas in and around the existing area. Obviously, one of the paramount considerations in expansion is to determine the proper location which would provide maximum benefits to the greatest number of boys. A preliminary survey of possible locations is presently being made.

With only two full-time professional staff people (6 part-time), program planning time is limited. Group Club and Guidance program is new, developed since the spring of 1966 through funds made available by the United Youth Program (Welfare Federation). The program enables more individual contacts with problem boys, hard-to-reach boys, and gangs. Regular program activities include: gymnasium, exercise room, game rooms, crafts and woodworking shops, playground and playfield.

Funds, annually, have not increased from the Welfare Federation since the Boys' Club's acceptance into the Federation six years ago. Funds were never made available for requested increases in salary and other fixed costs.

Review Committee Conclusions

1. The Committee concludes that the Cleveland Boys' Club is playing a necessary role in the North Broadway area, particularly since there is no public or private agency located in the area providing this kind of service to these boys. The majority of the membership appear not to belong to any other organized, adult supervised leisure-time program.

Boys' Club of Cleveland

2. The Committee agrees with the Boys' Club that it must relocate its facility to a more centrally located spot in the North-South Broadway area. To remain at its present facility the agency would consign itself to a situation of static or declining membership. Thus, the agency is at a most critical period in its development.
3. The Boys' Club is also considering expansion of its service to other areas of the city. The Committee concludes that such consideration demands very careful and thorough planning by the agency.
4. The small number of Board members and the limited representative nature of the Board of Directors has probably contributed to a lack of agency growth. The continued growth and development of any voluntary agency will depend upon a broad-based, community-at-large support.
5. The Boys' Club's stated purpose is that of "boy guidance". However, until this past year the agency had not provided this service. New funds made available to the agency through the United Youth Program of the Welfare Federation has made this possible.

The Committee agrees that more trained personnel is needed to provide increased quality of service. Boys' Clubs in some other cities have been successful in obtaining federal funds to help youth out of poverty. The Cleveland Boys' Club has not as yet developed any such programs.

6. The Committee concludes that the agency could do more in the provision of day and resident camping referral opportunities to its members, even though the agency does not have its own camp facility.

Review Committee Recommendations

1. The Boys' Club should continue to devote attention to meeting the needs of the North Broadway area.

Since University Settlement (located in South Broadway) is also committed to serving the North Broadway area, the Committee urges the two agencies to work together in the development of complimentary service programs.

2. The Committee urges the Boys' Club to make a definitive plan for its future location and building as soon as possible.
3. The Boys' Club of Cleveland should consult with the Welfare Federation before engaging in any extensive exploration of expansion into other areas of the City.
4. The Boys' Club should take immediate steps to strengthen its Board of Directors by considering the following action:
 - a. Include in its operating policies one of rotating membership to facilitate on-going and new leadership. A rotating board membership policy is standard administrative practice by many social service agencies.

Boys' Club of Cleveland

- b. Add neighborhood residents to the Board to strengthen community ties and to bring added knowledge and understanding of the community to the policy-making body of the agency.
 - c. Add leaders in different sectors of community life to the Board.
 - d. Increase the number of Board members from the present eleven (11) to a minimum of twenty-five (25).
5. The Boys' Club is urged to strengthen its guidance service to its members who come from low-income, mobile, and problem families. The Committee supports the agency in its interest to develop special programs geared to meet the needs of the poor, and encourages the agency to seek special funding and trained personnel for such programs.
6. The agency should explore with the Welfare Federation the possibility of receiving campership funds to enable low income boys from the neighborhood to attend existing agency operated camps.

Review Committee Members

Bud Weidenthal, Chairman

Mrs. George Albee

Albert Alissi

Harvey Cummings

Howard Robbins

George Kozak

Mrs. Carolyn Milter

Seymour Raiz

Mrs. Bernard Ruble

David Warshawsky

William Nelson

Mrs. Carol Bailey, Staff
Secretary

Ex-Officio

John S. Rea
Seymour Slavin
Lester G. Glick

TO: Periodic Review Committee II

FROM: Boys' Club of Cleveland Evaluation Committee

SUBJECT: Periodic Review Response

Definite short and long range expansion plans have been adopted by the Board of Directors and the entire program has been submitted to the Welfare Federation of Cleveland for study and review.

The Boys' Club is committed to serving the total North and South Broadway area. Plans have been formulated to relocate to a more densely populated area in the 55th Street and Broadway section as part of the long and short range expansion plans of the organization. Therefore, the entire two areas will continually be served.

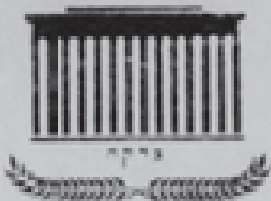
Board organization is being strengthened with additional community leaders and total numbers increased to a more workable policy-making body.

In difference to the Review Committee's fifth conclusion statement that the agency has not provided guidance service until this past year, we wish it to be understood that these services have been provided in the daily program by the entire staff, from the time of the Club's inception. However, the need for a full-time guidance worker is imperative to do a complete job of guidance with follow-through procedures. We have requested special funds to employ a qualified guidance worker for the past five years, from the Welfare Federation, to no avail.

Federal funds are also being sought to develop additional services in the Clubs.

Fifteen camperships were provided to the Boys' Club by the campership fund through the Welfare Federation this past year.

September 1967



The Jewish Community Federation of Cleveland

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

January 19, 1970

M E M O R A N D U M

TO: MEMBERS, PUBLIC WELFARE COMMITTEE

FROM: RABBI DANIEL JEREMY SILVER, CHAIRMAN

The next meeting of the Public Welfare Committee will be held on FRIDAY (NOON LUNCHEON), JANUARY 30 AT THE FEDERATION OFFICES.

The attached minutes reflect discussion at our last meeting on the status of the report of the Mayor's Commission on the Crisis in Welfare in Cleveland. Since that time a small meeting has been held with representatives of the Catholic and Protestant communities and a start has been made in evaluating any community action regarding the Commission's recommendations.

Dean Herman Stein, who played such a crucial role in the development of the original Commission, will be with us on the 30th to present his thoughts concerning implementation of the report.

A major aspect of Federation's community betterment activity has been through this project. Please plan to be with us for this important meeting as we decide on further implementation of the report. Our decisions can have significant impact on the public welfare problems facing Cleveland.

Kindly return the enclosed reply card indicating your attendance.

Thank you.

enc.

THE WELFARE FEDERATION

C-O-P-Y

May 12, 1970

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W. T. McCULLOUGH
Executive Director

COMMUNITY SERVICES, PLANNING
AND DEVELOPMENT DIVISIONS
DEAN G. OSTRUM
Chairman

FINANCIALLY PARTICIPATING
AGENCIES DIVISION
EDWARD P. MURPHY
Chairman

Mr. Dean G. Ostrum, Chairman, Community Services-
Planning and Development Divisions
Mr. Edward P. Murphy, Chairman, Financially
Participating Agencies Division
The Welfare Federation of Cleveland
1001 Huron Road
Cleveland, Ohio 44115

Dear Dean and Ed:

The Report of the Ad Hoc Committee on Group Service, which was completed in the spring of 1969, has been the subject of much controversy and misinterpretation. The Executive Committee has discussed the Report on several occasions and has authorized this letter now to clarify certain policy issues which the Report posed and which merit formal comment from the Executive Committee.

There is in the Ad Hoc Committee Report a central premise, not explicit but clearly implied, that is deeper, more significant, and of greater urgency than the specific recommendations. That premise is that greater attention must be given both by the the Welfare Federation and by its participating agencies to the emerging needs of the community, particularly those peculiar to the inner-city but also those which are of broader concern as well - for instance, housing, drugs, racial relations. The Executive Committee believes this concern is fundamental, and that it is right. It was this underlying thesis, combined with other events and circumstances, which motivated the Federation to allocate substantial amounts for 1970 to emerging and inner-city needs.

The Executive Committee believes further that there is much merit to many of the specific recommendations in the Report. These specifics should provide subject matter for the work agenda of the Community Services and Community Planning and Development Divisions in their work in the Group Services field.

Indeed work on some of the specific recommendations is already being done. Thus, the Report expressed the need, felt by other groups also, for intensified communication with the United Appeal and the Community Chest regarding the adequacy of funds. The Federation's Executive Committee is currently engaged in a series of such conferences with the United Appeal leaders and this will have constructive benefit. In addition, it is proposed to explore with other agencies which are the beneficiaries of United Appeal dollars, particularly the Community Chest, Red Cross and Jewish Welfare Federation, means of joining in response to the community's priorities.



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May 12, 1970

The Report also proposed that Review and Allocations Committees concerned with group services should develop some means of joint deliberation so that the total community problem of group services could be seen whole. This was done last fall through joint meetings and joint recommendations on priorities by the Local and National Group Services Committees and presumably such an approach will be considered again this year. The result, which may be partially attributable to the underlying premise of the Report was that the FPA Division in some of its allocation decisions sought to slow up the erosion of services to inner-city people by agencies located in inner-city areas, particularly where the agencies have limited recourse to other sources of voluntary funds or earnings from beneficiaries.

It is increasingly apparent, not only from examination of the Ad Hoc Committee's Report and the reactions to it, but also from some public reactions to last fall's allocations decisions, that there is general lack of understanding among member organizations and the public about the premises on which the Welfare Federation works. There is also a deficiency in understanding the principles on which the whole concept of federated effort must be based. The recent draft statement, "A Commitment to Change", attached, was prepared by the Executive Committee as a step toward resolving this communication problem.

"A Commitment to Change" clearly expresses the conviction that change and adaptations are the order of the day for all community organizations and that the community interest must transcend the interests of individual organizations. It goes further, however, and includes the following important observation designed to emphasize the role which is expected of long-established organizations:

"Decisions must be made from time to time to aid new organizations required to deal with emerging problems, even though it must be recognized that for the long term, changing community needs must be met by established organizations which have their roots down and which have vitality and momentum in the direction of changing needs."

"A Commitment to Change" also addresses itself to the nature of federated voluntary effort and the processes required to keep it dynamic and responsive to changing needs. This statement provides a frame-work for certain policy points of view which the Executive Committee believes must be clearly articulated in order to remove confusions which the Ad Hoc Group Services Report has created among agencies and the contributing public.

There are two recommendations in the Report which are incompatible with the premises on which the Welfare Federation must work. Paraphrased, with our observations, these are:

1. The Report advocated eventual exclusion from voluntary support of services which are aimed at cultural enrichment, informal education, social maturation, social recreation and camping "except to the extent that they can be used as tools for special problem-focused work with groups and individuals"; athletics and physical education would be completely excluded from voluntary support. The rationale for these recommendations was that these functions are performed extensively by the public sector.

The Executive Committee does not subscribe to these views. The Executive Committee believes that as long as these kinds of services are aspects of services of member agencies whose purposes are relevant to the needs and interest of large segments of the contributing public, these kinds of services merit continued Federation support, today and in the foreseeable future. Further effort should be undertaken to work with public agencies in these areas and to coordinate and plan the work of the voluntary and public sectors.

The Executive Committee further believes, that planning and action, in conjunction with public agencies, should be aggressively pursued to develop other appropriate sources of support for such services provided by member agencies. Until government, which has only a permissive responsibility in this field, is able to substantially expand its services, the United Appeal presently continues to afford the best method for raising contribution funds for these services when approved and provided by participating voluntary agencies.

2. The Report advocated that allocation of funds be exclusively for selected and recommended functions and that other functions of agencies be financed by the agencies' own extra fund-raising efforts (including fees and other means).

This recommendation cannot be accepted. If allocation decisions were made on this basis, the current multiplicity of appeals, about which there is now much organized community concern, would be compounded to the point of chaos.

These observations ~~are intended~~ intended to discount the merits of other concepts and recommended guidelines for change contained in the Report. It is suggested, however, that the desirable action on the Report would be for the Community Services-Planning and Development Divisions to use the Report simply as a point of reference for developing a work agenda for itself in the group services field. Suggestions for the work agenda by the Executive Director last summer appear to have continuing merit and are available to the Divisions.

One essential ingredient for forward movement toward change in the group services field, as in any other field of work, is participation of the organizations which ultimately will provide the services. This may not have occurred to a sufficient degree in the work of the Ad Hoc Committee. If any new comprehensive approach in this field of work is to be undertaken, the Executive Committee believes provision should be made for full interaction with concerned organizations in the interest of development of feasible plans for action.

The Executive Committee regrets uses of the Report not contemplated by the Ad Hoc Committee, including particularly out-of-context quotations with reference to certain national youth serving organizations and the attribution to the Report of an official status which it never had.

In final comment, the Executive Committee re-emphasized its belief that the basic premise of the Report -- the necessity for imaginative and daring use of available dollars to respond to emerging needs of the community -- should indeed be used in the allocation process. Existing

Page 5
May 12, 1970

agencies should be encouraged by sympathetic response to these needs and, indeed, the Committees should assist such agencies in identifying needs and priorities and in developing programs in response to them. And existing organizations should not be penalized arbitrarily because some portions of their programs do not fit into certain priority categories, and the allocation committees have not done so. Certainly, as support for some types of services becomes available from other sources, the Review and Allocations Committees should, as they traditionally have, respond in some meaningful fashion in allocation decisions, for in the final analysis Welfare Federation dollars are deficit dollars to be used only when funds are not available from other sources.

The Executive Committee hopes that these comments will assist your Divisions as they move forward in their work.

Sincerely,

/s/

A. A. Sommer, Jr.
President

AS:pb



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FINANCIALLY PARTICIPATING
AGENCIES DIVISION
EDWARD P. MURPHY
Chairman

C
O
P
Y

May 20, 1970

TO: BOARD PRESIDENTS, GROUP SERVICE AGENCIES
EXECUTIVES, GROUP SERVICE AGENCIES

At its meeting on May 15, those members present at the Combined Community Services-Planning and Development Divisions unanimously adopted the actions and recommendations of the Executive Committee of the Welfare Federation clarifying issues raised by the Group Services Study Committee Report, June 1969. A copy of the letter from Mr. A. A. Sommer, Jr., President of the Welfare Federation to Mr. Edward P. Murphy, Chairman of the Financially Participating Agencies Division and myself as Chairman of the Combined Divisions transmitting Executive Committee actions, is attached. This letter clarifies policy issues which the report posed.

As you may know, the Group Services Study Committee Report was not adopted by the Community Services Division as an official document. With the clarification of the policy issues in the attached letter, no further action on the report will be taken. However, work on two important areas in the group services field identified by the report will be undertaken shortly:

1. The appointment of a committee to clarify relative and complementary service potentials of governmental and voluntary group service agencies and to design an approach to development of the fuller potential of each, including financial resource development.
2. Establishment of a Joint Agency Committee, including agency participants, to determine more effective ways and means of serving teenage youth and the development of service priorities.

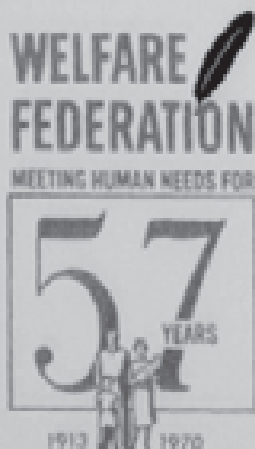
We hope that you will call Leona Bevis or me if you have any further questions. Mr. Sommer's letter is so complete that we hesitate to add any further comment other than to say we hope the controversy and misunderstanding of the past year is at an end and we can move forward together on a positive program of action in the interests of the whole community.

Sincerely,

DGO/jwc
Enclosure

Dean G. Ostrum, Chairman
Combined Community Services-
Planning and Development Divisions

cc: A.A. Sommer, Jr.
Edward P. Murphy
W.T. McCullough



THE WELFARE FEDERATION

SERVING THE CLEVELAND
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June 30, 1970

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M E M O R A N D U M

TO: FORMER MEMBERS OF THE GROUP SERVICES STUDY COMMITTEE

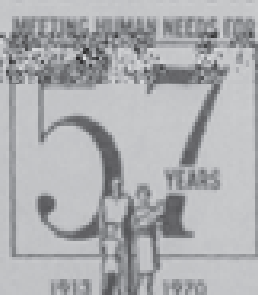
FROM: CAROL B. BAILEY, GROUP SERVICES CONSULTANT

RE: PROGRESS REPORT ON THE STUDY

A year has passed since the completion of the Study Report. A number of you have been involved in some aspect of the follow-up on the report. However, I thought you might appreciate the enclosed copies of two letters -- one from the Welfare Federation President and the other from the Division Chairman.

I want to again thank you very much for working on this difficult assignment. It was personally a pleasure for me to have the opportunity to work closely with each of you. I would welcome a call from any member of the committee should you have questions or comments.

WELFARE
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