

CLEVELAND'S NEW PLAN

"The purpose for which this corporation is formed is the collection and apportionment of contributions, membership dues, donations and legacies among Jewish charities and Jewish philanthropic associations."

The foregoing is an extract from the Articles of Incorporation of the Federation of Jewish Charities of Cleveland, Ohio, adopted November 17, 1903. It covers the scope of a federation organized when federations were on trial. Its functions were limited. It could collect funds for Jewish charities; it could apportion those funds among its beneficiaries; it could signify its approval or disapproval of any new movement which sought financial support from the Federation.

Here was an organization of practically all of the community's charitable and philanthropic institutions. It was to be governed by a Board of Trustees, composed of representative and influential members of the community, elected because of recognized judgment and ability. And yet the functions allotted to it concerned only the financing of the communal work.

Ten years ago federations were few. The federation idea carried with it no other thought than that of organizing for the purpose of bettering the financial conditions of the constituent institutions, and the opposition which even the proposal of such organizations met with is well known. Persons with philanthropic inclinations had their pet philanthropies. Institutions grew in accordance with the strength and influence of their respective groups of adherents. Nor did every citizen look with entire favor upon this new scheme of collection. For in those days a man often measured his liberality by the number of his donations, rather than by the sum total of his giving.

However, once a federation was effected and in operation, there could be no denial of the fact that it was serving even its limited purpose beyond the expectations of its sponsors.

Institutions needed only to justify their increased budgets and the funds were supplied; a new organization had only to prove a need for its particular work and it was made a beneficiary; organizations located

outside of Cleveland were compensated for service rendered the Cleveland Jewish community; the Federation members have been solicited for increased funds only when more funds have been needed; and that the interest of the community has been kept alive is evidenced by the steady increase in the membership of the Federation itself.

However, there has been a feeling for a long time that the scheme of federation ought to be developed to a fuller extent. Such ideas as "centralization of effort"—co-relation of activities and joining of all communal forces for good—none of these have been applied in the conduct and administration of the philanthropic work itself, or, if at all, without spirit and enthusiasm.

Boards of trustees administered the affairs of their respective institutions without reference to any general policy or plan; heads of institutions were governed by the judgment of their respective boards; social workers investigated and planned the solution of their respective problems without interchange of ideas with their co-workers, and the work of the institutions ran along in parallel rather than converging grooves. The ultimate aim of the entire scheme of social work—that of bettering the social and economic conditions of the poor—was lost sight of in energetic application to detail.

Every institution frankly admitted that its work was of the utmost importance, and the equal importance of other lines of work was easily lost sight of. No organization was inclined to exchange advice or counsel. Each one jealously guarded and guided its own affairs.

The problem, then, was to bring these various agencies together "under one roof"; to arrange a co-mingling of board members, social workers and all others interested in the development of the community's social service; to arrange for an interchange of opinions and suggestions for the betterment of the work.

The plan for bringing about this more ideal situation is now before the membership of the Federation of Jewish Charities of Cleveland. It contemplates increasing the Board of Trustees of the Federation by

the addition of representative trustees from the boards of the affiliated institutions and the appointment of standing committees from this enlarged group, with duties such as to bring them into closer touch with the philanthropic work, and with power to act in an advisory capacity with the trustees of the institutions in the conduct of their affairs.

The plan is not a new one—its important features are the same as those applied in carrying out the more complete federation idea, in the smaller Jewish communities in this country, although in these smaller communities the situations were much more ideal for the adoption of such plans. In the smaller communities a limited group of persons represented the entire "works" of the town's philanthropies. When these groups wanted to organize it was a simple matter to say, "We are a federation." In the larger communities, on the other hand, there were the many conflicting elements to be reckoned with, and the initiating of system and organization had to be proceeded with very slowly.

The present Board of Trustees of the Federation of Jewish Charities of Cleveland are fifteen in number, and they are elected from the membership of the Federation in groups of five, the terms of each group being for three years. These trustees are designated in the new plan as trustees at large.

It is proposed to add to this number one representative trustee from each of the affiliated institutions, which are at the present time eleven in number. These representative trustees are to be nominated by the trustees of the respective institutions from their own number, and they are to be elected for a term of one year by the Federation members.

The amendments will provide for the appointment of an Executive Committee and six sub-committees. It is planned that every member of the Board of Trustees will be appointed to a place on at least one of these committees in order that the entire membership of the Federation Board may be conversant with the various phases of philanthropic work.

The Executive Committee is to be composed of the president, vice-president and

five other members of the Board of Trustees. The Executive Committee will direct the work of the sub-committees and will conduct the business of the Federation at the direction of the Board of Trustees. The Executive Committee members will be the chairmen of the sub-committees.

The sub-committees will be as follows:

1. A Committee on Finance and Investment, to be composed of the president, treasurer and three other members of the Board. They will recommend the investment of the funds of the Federation as prescribed by the regulations; they will receive and examine monthly statements of the receipts and disbursements of the institutions; they will advise with the institutions regarding the investment of endowment and surplus funds; they will receive and consider the annual budgets of the institutions and with the advice of the Executive Committee they will recommend to the Board the allotments to be made.

2. A Committee on Buildings and Improvements, to be composed of one member of the Executive Committee and two other members of the Board. They will have charge of any real estate that the Federation may become possessed of, and they will advise with the trustees of the institutions in the care and management of real estate and other properties owned by the institutions, and in consideration of proposed buildings, purchase of real estate, additions to equipment and alterations or repairs.

3. A Committee on Subscriptions, to be composed of one member of the Executive Committee and two other members of the Board. They will give their attention to plans and methods for increasing the funds of the Federation.

4. A Committee on Audit, to be composed of one member of the Executive Committee and two other members of the Board. They will arrange for the auditing of the books of the Federation and constituent institutions by competent outside auditors; they will cause such changes to be made in the keeping of the books and records as may from time to time be deemed advisable; they will supervise the tabulation of statistics and data of the work of local institutions and other similar organizations; they

will supervise the compiling and publication of the annual reports of the Federation.

5. A Committee on Law and Interrelation, to be composed of one member of the Executive Committee and two other members of the Board. They will consider and report on all matters of a legal nature pertaining to the Federation and the institutions; they will consider the interrelation of affiliated activities, and when called upon to do so, will determine the obligation of the local community to outside organizations.

6. A Committee on Co-operation, to be composed of one member of the Executive Committee and all of the representative trustees. They will direct the establishment and maintenance of a Central Registration Bureau for the general use of all constituent organizations and others that may desire to participate; they will consider any proposed new activities and the enlargement or curtailing of present lines of work; they will aim for greater efficiency and effectiveness through a closer co-operation of the various activities.

There has also been added to the regulations a provision establishing "The Memorial Fund of the Federation of Jewish Charities of Cleveland, Ohio," into which fund will be received donations and bequests either in the form of permanent endowments for specific purposes, or gifts without restriction as to their use. The community is being encouraged to make gifts and bequests to the Federation in accordance with the latter form, which leaves to the discretion of the Board of Trustees of the Federation the use of both principal and interest for such philanthropic purposes of the community as may in their judgment be deemed advisable.

A new amendment also provides for the manner of investment of endowments and other surplus funds that may come into possession of the Federation, and it is so drawn as to practically safeguard the community against any possible loss.

The amending of the regulations as here outlined will necessitate a change in the Articles of Incorporation of the Federation, broadening the purposes and scope in such manner as to enable the Federation to properly operate under the new features.

S. Goldhamer.

Denver's First Year

December 31st marked the close of the first year's activities of the Jewish Social Service Federation, which comprises all of Denver's Jewish charities.

No Jewish movement in the history of Denver has wrought so many and such important changes in Jewish circles as has the Federation.

Subscriptions to Jewish charities have practically doubled. Ticket selling in the name of charity, with all its attendant wastefulness and annoyance, has been eliminated. There is not only co-operation between the charities, but the various organizations now work through a central bureau under the direction of a trained worker.

As the past year has been a particularly trying one for all charities, it has been especially gratifying to workers and supporters of the Federation that their organization has overcome the most difficult obstacles and gained a permanent place in the community.

The Federation's recent emergency appeal for special donations in addition to regular subscriptions met prompt and hearty response from individuals throughout the Jewish community. The B'nai B'rith, by a donation of \$150, made its total contribution for the year \$400. Other Jewish lodges appealed to will undoubtedly respond as liberally as their treasuries will allow.

The forceful address which Mr. Meyer Friedman, president of the Federation, delivered at the recent annual convention of the Central Jewish Council, and his presentation of the subject before the Council of Jewish Women brought home to many the real worth of the organization to the community and the necessity for liberal support.

Garfield A. Berlinsky, superintendent of the Federation, in executive charge, addressed the Young Women's Jewish Alliance on December 21st and on January 13th spoke before the Young Men's Hebrew Alliance.

The Conference at Memphis will be held early, May 6-8, and arrangements should be made at once for attendance. An interesting and diversified program has been prepared for the meeting.

Transportation Decisions

C. vs. SF.

Deserter Obtains Legal Residence—Can Send for Family—Case of Legal Technical Residence—Hard Case for Defendant City.

The facts of the case are stated in the dissenting opinion of Committeeman Herzberg. The decision of the Committee is to the effect that plaintiff city, if it insists on its technical rights, is entitled to recover.

OPINIONS

In the case of *S*, inasmuch as he did not take his family to *SF* until April, 1913, he did not establish a residence there, his legal residence, in my opinion, being *C*, where his family resided.

In my opinion, therefore, he was a transient in *SF* at the time his family arrived. Apparently, he was in good health in April, 1913, when his family reached *SF*. His tuberculosis did not develop until some time later. Under the decision heretofore given in Decision No. 5, his tuberculosis was an unavoidable accident.

Under a strict interpretation of the Transportation Rules, I therefore hold that the family is a charge upon *SF* and *C* is entitled to collect from *SF* all that it has expended on the case since October, 1913, and all that it may expend at any future time.

In equity, however, I do not believe that *C* ought to insist upon its claim. The family is really a *C* family; was long dependent there and *SF*, it seems to me, has done fairly enough in assuming the care of the tuberculous man and returning the family to *C*, where they really belong.

MAX SENIOR.

In my judgment legal residence of the husband was established in *SF*. He had a right to bring his family there, and if they subsequently became a charge *SF* has the responsibility.

I believe, however, that in such a case as this, as in the analogous case of a resident of one city marrying a person dependent upon the charities of another city and bringing her with or without a family to the

place of his residence, that if the former dependent family again becomes dependent within a brief period, whether through their own fault or not, the obligation toward them ought equitably to be shared by the two cities.

Such, however, is not the present rule of the conference. I am, therefore, of the opinion that the claim of *C*, if actually pressed, must be allowed.

JULIAN W. MACK.

S had deserted his wife and children in 1911, and they were dependent for support upon *C*, where they had been living for some time. He was in *SF*, and in March, 1913, wrote to his wife asking her to come to him. She applied to *C* for transportation and the consent of *SF* to the furnishing of such transportation was requested. This was refused upon the ground that the man having deserted his family and having done nothing for them for several years, it was desirable that he should evidence his good faith for a reunion by making some contribution for a period of some months to the family in *C*. Notwithstanding this refusal the family arrived in *SF* within a few weeks, tickets having been purchased with money partly sent by the husband and partly derived from the sale of furniture. In a month's time after their arrival the family became dependent in *SF*. *S* being taken to a hospital on May 5, 1913, and remained there for some time. In August *SF* wrote to *C* that, because of the dependency of the family, they wish to return the same, but that they would care for the man, who was still sick. In October the family was sent back to *C* at the expense of the county of *SF* and the man was sent at the expense of the society of *SF* to the country, as he was suffering with tuberculosis. *SF* had expended about \$60 per month for the support of the family while there and the man is still a subject of charity.

Under these circumstances *C* is claiming reimbursement for money expended since return and still to be expended upon the ground that the family was properly dependent upon *SF*, the man having resided there for several years.

One of my colleagues upholds this contention and the other holds that the family