

THE FEDERATION MOVEMENT IN AMERICAN
JEWISH PHILANTHROPY *

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The tendency of the age is towards co-operation. In all directions institutions of similar tendency are combining their forces and learning from one another's experiences. In American Judaism the movement has extended even to institutions of similar kind throughout the whole of the United States, and we have National Conferences and Federations applying to the whole country. It is not, therefore, surprising that within the separate communities the same disposition has arisen to combine in one the various institutions of philanthropy, so as to unify and standardize the methods of relief as well as simplify the methods of collection.

In some communities the movement made an early appearance, but then for some reason ceased. Even in New York City, the United Hebrew Charities, as its name signifies, was the result of a combination of several institutions which "pooled" their resources in the year 1874, and it has continued its combined activities since that date. But federation in the specific sense used in the present account does not imply such a combination of resources and administration as is exemplified by the United Hebrew Charities of New York City. While bringing together the representatives of the institutions concerned, federation still leaves them with a

* Memoir No. V of the Bureau of Jewish Statistics and Research.

local autonomy and control of the funds intrusted to their care.

It is possible that the idea of federation was originally suggested by the Saturday and Sunday collections for the hospitals. These are essentially "collective collections," which are distributed by a central committee that has no control over the administration of the constituent hospitals, and this in every form is a parallel to the new federation movement. The Hospital Saturday and Sunday has provided one of the most fertile sources of income for hospitals, and no more appropriate origin could be suggested than this for effective means of reaching the public.*

In the year 1895 leaders of the Boston community interested in its charitable institutions determined to attempt a federation of them by which they could be brought under one systematic management, while leaving the autonomy and jurisdiction of each society intact. The idea at the root of the movement, at least as recorded in the first annual report of it, seems to have been to leave the enrolment of members and the collection of their dues to the individual societies, but to make the appeals to the general public in the form of bazaars, balls, and general collections for charitable purposes through the Federation, the results to be pooled and distributed according to the needs of relative importance. By June 1 of that year, the new Federation was on its feet, with a special office and with Mr. Jacob H. Hecht as president and Mr. Max Friedman as treasurer of the new institution. In the first

* Of course it must be understood that the Hospital Saturday and Sunday collections are simply supplementary to the general resources of the hospitals, whereas in federation the distinctive characteristic is that the whole sum collected from the public is made solely by the Federation.

year the collections for general purposes were almost exactly \$13,000, of which, to take a single example, \$4500 was paid over to the United Hebrew Benevolent Association, which during that year spent \$9981. Unfortunately no details now exist as to the increased income that accrued from the Boston Federation to the separate institutions. In one case, however, it is possible to get the history of one of the constituent institutions for a considerable period both before and after federation. The United Hebrew Benevolent Association, which was itself a combination of a number of smaller institutions, expended, in the year 1886, \$3182, and in 1912 the expenditure was \$16,284, toward which the Federation gave \$14,750.

We thus have an increase from \$3000 in 1886 to \$16,000 twenty-five years later, but it would be difficult to determine how far this increase was due to federation itself, or to the natural increase of the Boston community in numbers and affluence. The immediate effect of the Federation was, indeed, to decrease the income of the Benevolent Association, but here again it would be unwise to draw any general conclusions, as local or temporary influences may have affected this particular institution adversely at that time. The ultimate success of the movement in Boston is sufficiently indicated by the figures given in Exhibit C, showing a rise of income from \$13,092 in 1896 to \$83,706 in 1913. (See p. 190.)

Boston was soon followed by Cincinnati, which, under the able direction of Mr. Bernard Bettmann, made an appeal to the Jewish community in July, 1896, and within a few weeks had established a Federation of nine institutions of that city; there were two that kept out of the combination, and still remain unaffiliated. The collections showed a marked increase from the start. In 1897, \$11,000 was collected,

whereas two years later the sum total jumped to \$32,000. The amount collected in subscriptions remained at this level for the next nine years or so, until 1908, when another jump took place to \$50,000. Meanwhile, however, considerable additions were being made from other sources than the subscriptions. By 1914, the Federated Association of the United Jewish Charities of Cincinnati distributed to its constituent societies no less than \$103,336, besides disbursing \$26,951 for direct relief. Cincinnati not alone was able to deal with its own poor, but also made substantial contributions to the Denver Hospital and the National Desertion Bureau. Though only second in the field, it has made perhaps the most consistent progress of all, with the one exception to which we now proceed.

On January 7, 1900, a conference was held in Chicago of a number of persons interested in Jewish philanthropy, who had become convinced of the advantages of what might be called "collective collection." Some of these expressed their willingness to subscribe lump sums exceeding by one-quarter or one-half the total amount they had previously donated to the Jewish charities, and within a couple of months promises of over \$100,000 to be collected in this way had been made by some six hundred men and women subscribers. With these promises in hand, a meeting was held on April 12, 1900, at which the Associated Jewish Charities of Chicago was established and incorporated, with Mr. Edwin G. Foreman as president, and Mr. (now Judge) Julian W. Mack as secretary. It was estimated that previous to this no more than \$110,000 had been collected, whereas in the first year of federation this sum was exceeded by \$25,000. Once this great advance had been made, the progress of the Associated

Charities for the next five years was not very striking, the income reaching \$149,000 in 1905, while the membership only increased from 1684 in 1900 to 1777 in 1905. It might almost seem that the increase in both subscriptions and members during these five years could not have been less if the Charities had not been associated. But the following five years saw a great change, the subscriptions jumping from \$149,000 to \$368,000, a phenomenal advance of 148 per cent, while the memberships rose from 1777 to 3275, an almost equally satisfactory increase of 84 per cent. This progress has continued in the same remarkable way, until in the year 1913 (April, 1914) the sum collected was \$522,170 from 3292 members. Of course, part of this remarkable advance must be attributed to the fact that Chicago is the home city of Mr. Julius Rosenwald, who during the last year, 1913, was president of the Charities. But of the total sum of over \$520,000 given in this year, Mr. Rosenwald is to be credited only with \$70,000, a magnificent donation indeed, but after all only one-seventh of the total, showing that his example is widely followed by the Jews of Chicago.

The examples of Boston, Chicago, and Cincinnati were followed in the next year by Philadelphia and Detroit. Philadelphia, under the presidency of Mr. Jacob Gimbel, collected in the first year \$113,000 for nine institutions, which had previously had an income of only \$95,000. The income of the Federation, as so frequently happens, remained stationary for the next few years, lingering at about \$115,000 from 1901 to 1905, and about \$140,000 from 1905 to 1909. In the following year, 1910, it rose to \$149,000, and last year (1914) it reached the respectable sum of \$208,000, close on double the amount with which it started. The progress of Detroit,

though dealing with much smaller sums, is even more remarkable, ranging from \$4000 in 1901 to over \$30,000 in 1913.

As an instance of the advantage gained by the local constituent bodies by the introduction of federation, an average example is given in that of Philadelphia (see p. 165) since its foundation. It will be noted that almost every constituent body consistently increased its income from the very inception of the movement. It may of course be contended that nearly as much increase would have accrued in ten years without federation, but this is very doubtful, and could not be proven.

The case of Cleveland, which federated in 1904, under the presidency of Charles Eisenman, is of special interest, owing to its consistent progress both in subscriptions and memberships. Starting with \$41,350 from 1250 members in 1904, it reached \$79,105 from 1848 members in 1913. It is true that the cost of collection also increased from \$1452 to \$3591, but only in proportion to the amount collected and administered. Still more remarkable has been the increase in the reserve funds. Whereas five years before federation the reserve funds of the federated bodies had only increased from \$314,538 to \$382,004, in the year of federation these funds rose to \$407,388, and during the next ten years rose to \$687,439. This evidence is significant, since one of the objections urged against the movement has been the view expressed, that less money would be given by bequest or donation for reserve funds, because more would be required for subscriptions. The example of Cleveland, so far as it goes, seems to negative this statement. Another interesting point in connection with the Cleveland Federation is the increase in the number of individuals on the boards of the Federation and the constituent

PHILADELPHIA.—DISBURSEMENTS TO BENEFICIARIES, 1901-1913

	1901	1902	1903	1904	1905	1906	1907	1908	1909	1910	1911	1912	1913
Jewish Hospital	\$ 32,505	\$ 30,000	\$ 30,000	\$ 30,000	\$ 34,000	\$ 34,000	\$ 33,000	\$ 32,500	\$ 32,000	\$ 32,000	\$ 39,000	\$ 39,000	\$ 41,000
Jewish Foster Home	20,030	20,000	20,000	20,000	22,000	22,000	22,000	22,000	20,000	22,000	25,000	25,000	26,500
United Hebrew Charities	29,195	28,200	28,000	28,200	33,000	33,950	35,000	34,500	34,000	34,000	41,300	44,800	46,800
Hebrew Education Society	5,105	5,600	6,400	5,600	6,600	6,600	6,600	6,600	6,600	6,600	9,000	9,000	11,500
Orphans' Guardian Society	4,000	4,000	4,000	4,000	4,500	4,500	4,500	4,500	4,500	4,500	5,200	5,200	10,000
Jewish Maternity Association	8,500	9,000	9,000	8,000	9,000	10,000	10,000	9,500	10,000	9,500	11,500	11,500	121,500
Jewish Immigrants Society	800	800	800	800	800	800	800	800	800	800	1,300	1,300	1,500
Young Women's Union	5,500	7,400	9,000	9,500	12,500	14,000	15,000	15,000	15,000	15,000	10,800	10,800	14,300
Hebrew Sunday School	2,000	2,000	2,600	2,600	3,250	3,250	3,625	4,000	4,000	4,000	4,800	4,800	6,000
National Farm School	4,000	6,400	6,400	6,400	6,400	6,400	6,400	6,400	6,400	6,400	7,500	7,500	8,500
National Jewish Hospital, Denver	1,500	3,000	3,000	3,000	3,000	3,000	3,000	3,000	3,000	3,000	3,500	3,500	3,500
Alliance Israélite Universelle	.....	500	500	500	500	500	500	500	500	500	500	800	600
Juvenile Aid (formerly part of Young Women's Union)	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	7,200	7,200	11,000
Hebrew Sheltering Home and Day Nursery	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	12,000
	\$113,185	\$116,900	\$119,700	\$118,600	\$135,550	\$139,000	\$140,425	\$139,300	\$136,800	\$138,300	\$166,600	\$170,400	\$214,700

¹\$10,000 for a special building fund.

societies. Whereas in 1904 this number was 115, in 1914 it had risen to a total of 145.

It is unnecessary to go into detail with regard to the progress of the Federation Movement during the succeeding ten years. Suffice it to say that Buffalo and Indianapolis joined in 1905, Toledo and Louisville in 1909, and Dayton and San Francisco in 1910. Details of all the other and smaller and more recent federations will be found in Exhibit C, from which it will be seen that in every case federation has produced an increase both in subscriptions and members, though it must be confessed that in Buffalo, Indianapolis, Toledo, and Dayton the increase is but slight. (See p. 190.)

Special mention should be made of the condition of affairs in Baltimore. A federation of what might be termed the "up-town" institutions of the older-established Jewish inhabitants of that city was effected in 1907, and has had rather an up and down progress since that date. Beginning with a subscription of \$73,000 and a membership of 1830 in 1907, it rose in the next year to \$90,000 and 1935 members, but then it declined in the following two years to \$86,000 and 1644 members. Even though it increased its subscription considerably up to 1912, it dropped during the following year, one of commercial depression, to \$98,000 and 1660 members. Meanwhile, however, the later arrivals, seeing the advantages of union, but declining for various reasons to combine with their fellow-Jews, made a Federation of their own, under the title of the United Hebrew Charities of Baltimore, which, starting with \$20,000 in 1908, received over \$32,000 in 1914, and starting with a membership of 3613, has reached one of 4500. The expenses have not increased proportionally, rising only from \$4000 in 1908 to \$5000 in 1914. These two Federations

appear to co-operate in all matters in which they can combine, and the general impression appears to be that such double federation is at any rate better than no federation for the so-called orthodox organizations. Something similar has occurred in Chicago, where, in 1913, a new Federation was started entitled the Federated Orthodox Jewish Charities of Chicago, numbering 5905 members as against 3292 of the Associated Jewish Charities, and collecting \$94,000 as against \$520,000 of the larger scheme.

Meanwhile the tide of federation had reached New York City, and an attempt was made to apply its methods to the largest Jewish community in the world. In the year 1908, the heads of some forty-five institutions of New York City met in a series of conferences, to determine whether it would be possible to bring them all into a Federation. In some respects the conditions in New York were different from those in the other cities that had already attained federation. In so large a population there was a less number of persons who each subscribed to a majority of the local institutions, and who, therefore, would be saved inconvenience by combining together their contributions into one. The number of institutions with fairly large incomes was so considerable that one board representing all might be of an unwieldy character. There are also in Manhattan several hospitals, many orphanages, and generally a larger number of separate institutions of the same class than is found in other cities. To these and other arguments was added the consideration which had been urged in other cities, that federation would destroy the personal interest in individual charities which led to such large endowments, donations, and bequests. One of the persons who took a great interest in the movement in favor of federation in Manhattan

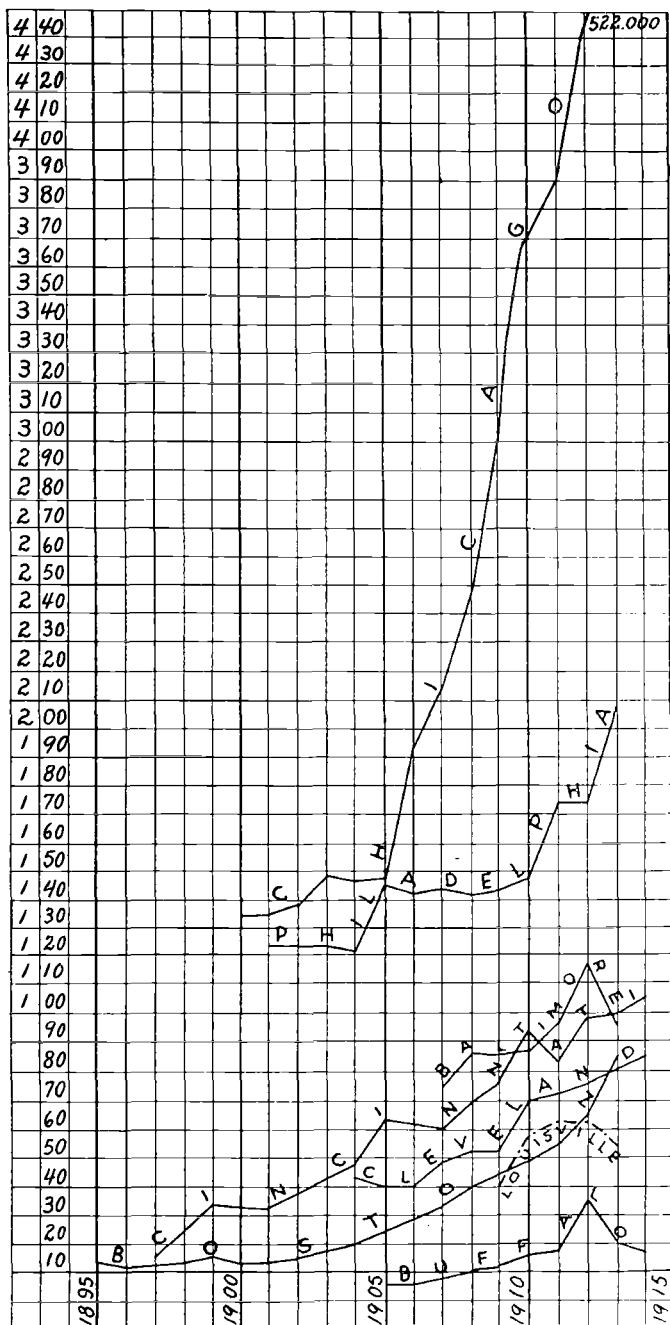
was Mr. Louis A. Heinsheimer, who devoted a great deal of his time and energy to promoting the scheme. Unfortunately he died during the negotiations, but left a magnificent legacy of \$1,000,000 for the purpose of such a Federation of Jewish Charities in New York when once established. Even this magnificent inducement did not overcome the opposition to federation in New York, and as Mr. Heinsheimer had set a time limit to his bequest, it fell through.

One section of greater New York was not affected by this unfortunate dead-lock, and the leaders of the Brooklyn Jewish Charities combined in 1910 the twelve chief charitable organizations of that borough under the presidency of Mr. N. S. Jonas. These twelve institutions had, in the year previous to federation, collected \$81,377. The first year of federation there was a slight increase, the receipts rising to \$90,149, but the pace of increase was so rapid that three years later, in 1913, the subscriptions amounted to \$160,683, almost exactly double the amount collected the year before federation, only four years before.

The accompanying graphic tables (see pp. 169 and 171) tell the story of the Federation Movement since its inception as well as any verbal description. Entries have been for obvious reasons confined to Federations having over \$10,000 per annum. Others, though at present not so rich in material results, have the advantage that they will follow the line of philanthropic endeavor in their city almost from the beginning, and will thus have even stronger influence upon the general course of Jewish philanthropy than the earlier and larger associations.

It will be observed that the movement of the curves is almost uniformly upward, only a few cases occur of re-entrant angles, and these can be explained in most instances by local or tem-

SUBSCRIPTIONS OF FEDERATIONS STARTED BEFORE 1910 AND HAVING INCOMES OF \$10,000 AND OVER

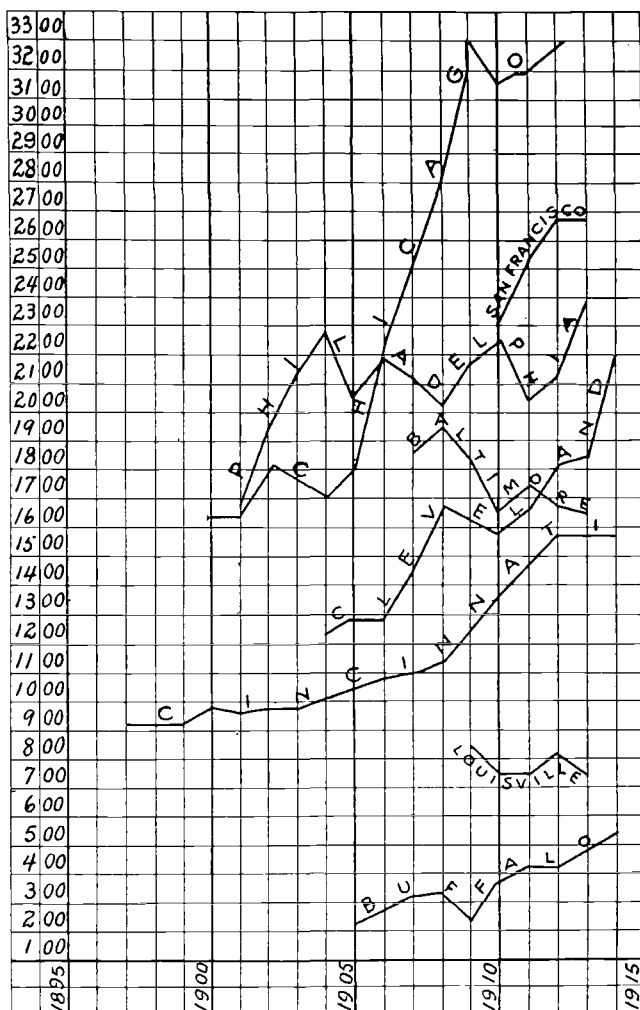


poral circumstances. Thus, to give an example, the drop in the Baltimore curve for 1914 was no doubt due to the business depression caused by the war, and the same probably applies to the case of Buffalo. Philadelphia is practically unique in dropping after the first year, but it soon made up for this in the fourth year, after which its upward movement was fairly constant.

Thus far the history of federation in American Jewish Charity has been uniformly one of success, though naturally in some cases on a larger scale than in others.* The advantages that have been claimed throughout have been in the first place a distinct increase in the amount collected. Persons are often under the erroneous impression that they are contributing largely to charities when sending their gifts in dribblets, and are often surprised at the comparative smallness when the various items are added up. They are therefore prepared to make considerably greater sacrifices, especially when not likely to be worried more than once during the year. This class of increase naturally does not occur after federation, and it is almost a universal experience that the second, third, and fourth years after federation do not show any marked increase, certainly not more than the normal increase that population and affluence would have warranted even if no federation had taken place. But it is also a general experience, as can be ascertained from the tables at the end, that after three or four years another jump takes place in the receipts, after which another pause recurs, and in this way the income mounts up rapidly, and, so far as can be ascertained, much more rapidly than in the earlier conditions, before

* A full list of the cities that have adopted Federation is given in Exhibit A, p. 181.

MEMBERSHIP



federation. It must be remarked that it has been found impossible to determine this interesting point, which is so often left out of account when pointing to the advantages of federation. We would have to know the amount collected five years before federation, and five years afterwards, and the increase of the population in the interim. From this we could show that the increase due to federation is definitely greater than that which would have accrued if no combination had taken place. Federations are rarely interested in the history of their constituent bodies earlier than the year previous to federation, but it would be well if in future combinations attention was paid to this determining factor.

There are further difficulties in the way of making a comparison between cities and cities as regards the progress and prospects of federation. The proportion of rich and poor varies from community to community, and may change considerably in the course of years in the same community, thus affecting the natural expectation of income for charitable purposes. Business depression may strike one city while passing over another in the same year, thus again making comparisons ineffectual. The personnel connected with a federation largely affects its success. A careful, energetic secretary may whip up more subscriptions from a poorer community than a more placid colleague in a richer one. The presence of a single person of large means deeply interested in federation can effect wonders, as has been shown in Chicago. However, all the material at present available shows a distinct improvement in income, membership, directorate, and, so far as known, donations and bequests, wherever federation has lasted a few years. The statistics of what might have been without federation are obviously unavailable, and it is there-

fore practically impossible to determine how much more is collected through federation, but that it is more, scarcely anyone will doubt.

Quite apart from the material benefits which result from federation, the whole plane of Jewish philanthropy, it is claimed, is raised by this more dignified method of collecting and distributing the means by which charity lives. Appeals can no longer be made on the ground of personal friendship, but are purely of a spiritual and philanthropic character. Then again, the community in which the institutions exist learns to regard them as being organized members of the community itself, rather than the pet institutions of a limited number of families. A more democratic spirit is also claimed to be evolved by federation. Each institution, however small its income, has its representative on the Central Board, and can feel that it is performing a useful function in the communal organism.

When occasions arise on which a general appeal has to be made for charitable purposes, it would perhaps come with more force from a central body representing the consensus of philanthropic activity in the community, than if it emanated from the directors of a single institution. To all these claims is added the signal one, that the whole tone of charitable activity is raised to a higher atmosphere when personal interests and rivalries are eliminated in favor of a more impersonal and altruistic method of collection and disbursement.

Another advantage put forward for the federation system is that it enables the charities to get rid of the old-fashioned, wasteful, and undignified method of obtaining funds by selling tickets for balls, bazaars, theatrical performances, and other entertainments. In most of the cities where federation has

found a home, this unfortunate method of combining amusement and charity has practically disappeared. Federation certainly removes much of the undignified competition between different charities, which was so marked a characteristic of the older régime. The Central Committee, composed of representatives of all the different charities, distributes according to definite principles the money collected for them all.

While relieving the local societies of the trouble of collection, the federation effects great economy in collection itself. It is a curious phenomenon that however large or however small the amount collected, the expense of collection in all the cities is about \$5000 per annum. As a consequence, the percentage of expense involved in collection tends to decrease. For example, in Chicago the cost of collecting \$250,000 in 1909 was almost exactly \$5000, or 2 per cent, whereas in 1913 the cost of collecting \$450,000 was approximately \$6500, or about $1\frac{2}{5}$ per cent. In this connection it would be of interest to show the progress made by the Chicago Federation from its ninth to its thirteenth year in various aspects.

CHICAGO.—RECORD OF FIVE YEARS' WORK

	1909	1910	1911	1912	1913
No. of Subscribers.....	2,806	3,018	3,275	3,138	3,168
Total subscriptions	\$249,460.00	\$300,900.00	\$368,209.00	\$388,235.00	\$454,364.00
Increase over previous year	35,006.00	51,440.00	67,308.00	20,025.00	66,129.00
Percentage of increase.....	14%	17%	18 $1/3$ %	5 $1/6$ %	14 $1/2$ %
Average subscription.....	88.90	99.70	112.43	123.72	143.42
Amount paid out each year.	242,730.00	277,717.00	350,962.00	391,850.00	453,998.00
Expense	5,080.00	5,837.00	6,098.00	6,117.00	6,523.00
Percentage of expense	2 $1/12$ %	2 $1/10$ %	1 $2/3$ %	1 $1/2$ %	1 $2/5$ %

In most cases the annual reports of the constituent societies are printed and bound up together, which must in the aggregate involve a considerable saving.

A further incidental advantage claimed for the Federation Movement is the prevention of overlapping and the avoidance of imposition. In many of the city Federations, as, for example, in Chicago and Boston, a Central Office keeps a card catalogue of the "cases" of all the constituent societies, and by this means one can ascertain at once if any "case" is getting pauperized or oversupplied. Such a Central Bureau also forms a Central Office for information for the charitable public, who are guided thence to the appropriate charities in any particular case.

There is another aspect of overlapping and duplication which federation often deals with successfully. In Baltimore there has been notable success in eliminating attempted undertakings, by "busybodies," which responded to no real need or unprovided-for need. Every new charity enterprise must be submitted to the Federation Board (if it is to have the help of the Federation), which passes upon it. Sometimes it is found that the need is bona fide, but the machinery for meeting it exists within an old-established institution.

Another way in which federation could largely benefit the associated institutions would be by means of collective purchase of the many materials needed by all the institutions. For example, the coal supply required for the organizations of a city like Chicago must mount into the thousands of tons, and considerable reductions could be obtained if the whole amount could be contracted for instead of each institution purchasing its coal in dribblets. Hitherto, however, little

progress has been made in collective purchasing in the federated communities.

In some few cases the movement is already old enough to enable us to judge of its successive progress both in income and memberships. By taking quinquennial periods for Cincinnati, Chicago, Cleveland, and Philadelphia, we can observe the increase both in money and men which has accrued to the Federations of these cities owing to the new movement.

QUINQUENNIAL TABLE

CHICAGO

	1900	1905	1910
Income	\$135,518	\$148,948	\$368,209
Per cent increase		7%	148%
Members	1,684	1,777	3,275
Per cent increase		5%	84%

CINCINNATI

	1899	1904	1909	1914
Income	\$ 32,087	\$ 48,001	\$ 75,051	\$104,504
Per cent increase		49%	56%	39%
Members	901	1,039	1,220	1,527
Per cent increase		15%	17%	26%

CLEVELAND

	1904	1909	1914
Income	\$41,745	\$54,451	\$84,000
Per cent increase		30%	54%
Members	1,251	1,606	2,200
Per cent increase		28%	36%

PHILADELPHIA

	1903	1908	1913
Income	\$121,900	\$141,000	\$208,000
Per cent increase.....		15%	47%
Members.....	2,107	2,010	2,381
Per cent increase.....		-4%	18%

It will of course be observed that in every case the percentage of increase in income is much larger than that in membership. But what does this mean? It simply implies that not alone do more members come in through federation, but also that each member gives more.

In this connection it may be desirable to offer the following table, which gives the annual per cent increase of the returns of Federations during their existence. It would be unfair to estimate this from the first year of federation to the last average, as this would not indicate the true advance made by federation. This can only be ascertained by contrasting the income of the year before federation and the last year of federation. Owing to the unequal responses to the questionnaire sent to all the Federations, it is only possible to make this comparison for the following six cities.

	Year before Federation	Income	Last Year of Federation	Income	Annual per cent Increase
Baltimore	1906	\$46,682	1913	\$98,148	15 $\frac{6}{7}$
Brooklyn	1909	81,877	1913	160,683	24
Chicago.....	1899	110,000	1913	522,170	26 $\frac{3}{4}$
Cleveland.....	1903	25,000	1914	84,000	21 $\frac{5}{11}$
Louisville.....	1908	16,500	1913	29,844	16
Philadelphia.....	1900	95,000	1913	208,000	9 $\frac{1}{3}$

It would naturally be interesting to contrast with the above figures the advances made in New York, or, more properly speaking, in Manhattan and the Bronx, during the last fourteen years, but for various reasons it would be entirely misleading to compare New York with other cities. In the first place, Manhattan charities reach such large sums that the only cities that could be at all compared would be Chicago and Philadelphia. Then again, New York differs from Chicago, inasmuch as a good deal of the sums expended are provided by the State, whereas Chicago is without that aid from Illinois. In this latter point Philadelphia shares the advantages of New York, but a true comparison would have to take into account the large sums devoted to Jewish charity in Philadelphia beyond those provided by the Federation. Above all, we are concerned in this place with the history of Jewish Federation in the United States as such, and can therefore only take a cursory glance at New York, which, rightly or wrongly, has refused to take its place in the federated ranks.

It remains only to mention the usual method by which a Federation of Jewish Charities is constituted in a city. After a preliminary meeting of the leading members of the chief Jewish charities in which the idea is mooted, preliminary acceptance of the principles of federation is generally obtained from a large majority; application for a charter is then made to the proper authorities. Such a charter merely indicates the title and aims of the proposed Federation, with the number of constituent organizations as represented by their president or directors. An organizing meeting is then held, at which a constitution is adopted, declaring the name, objects, and constituent institutions of the Federation, and the constitutional methods to be employed by which any new institution

may join the Federation or any of its present members be removed from it. A clause of the constitution always follows restricting collection to the officers of the Federation, and involving a self-denying ordinance on the part of the constituent bodies, which thereby declare that they will not collect money themselves. Arrangements are then made by which persons paying in a certain named sum become members of the Federation, and can vote for its officers and by-laws, even though they do not belong to any of the constituent societies. The mode of apportioning the sums thus collected to the different institutions of the Federation varies slightly in the different cities, but as a rule is proportionate to the amount expended in the year preceding federation. In several cities various societies submit budgets to the central body, which aids in determining the pro rata allotments. Curiously enough, in none of the constitutions submitted are any very explicit details given as to the method of apportioning the amounts collected among the constituent societies. In Exhibit D the only clause found in the various constitutions of Federations relating to the subject has been inserted from the San Francisco Federation, but this, it will be observed, is of a very vague kind. (See pp. 194-198.)

Yet it is in this distribution of the sums collected according to various principles that the chief advantage of federation is probably to be sought. Members of the Federation Committee have necessarily to take into account the whole charitable situation, and adjust the claims of the separate institutions in accordance with the larger views of the position. Where communities become large enough to have various institutions dealing with the same field of charitable work, orphanages, hospitals, and the like, the existence of a Federation brings a

certain amount of unity and uniformity in each of these branches, by the mere fact that they have to decide between their conflicting claims for financial assistance. In cities like Chicago and Philadelphia, and in New York if it were federated, this might ultimately lead to separate Federations of the different divisions of charity, which would attract the highest kind of efficiency. The question whether federation leads in the long run to a larger increase of subscriptions than would have accrued by the natural increase of population is practically insoluble. The advantages resulting from common activity of men chiefly interested in philanthropy, with their minds directed towards the charity problem as a whole in a city, may ultimately turn out to be the chief benefit to be secured by federation.

In conclusion, it should be understood that the preceding account simply attempts to give a history of the Federation Movement in this country during the past twenty years, with as much detail as could be conveniently and clearly displayed from the material obtained from the Federations themselves. The writer does not presume to decide on the many intricate problems raised by federation, and especially would refrain from expressing any opinion as to whether federation is applicable in every Jewish community of the land. He will be contented if he has placed before the reader a number of relevant facts suitably digested, which may aid in deciding the question in any particular locality.

EXHIBIT A

LIST OF CITIES HAVING FEDERATIONS OF JEWISH CHARITIES

The following list contains the names of those cities in which Federations of a more or less formal character have

been reported to the Bureau of Jewish Statistics, and to which the questionnaire in Exhibit B has been sent. Those which did not answer the questionnaire are marked with an asterisk (*); cities which replied that they were unable to give the information, or that their institutions were not significant enough to be called Federations, are marked with an obelus (†). Thanks are due to the secretaries and officials of the remaining Federations, who took the greatest trouble in filling out the questionnaire and in answering supplementary questions from the Bureau of Statistics. Those cities which have double Federations are indicated by adding an O in brackets for the second of the two Federations.

*Akron, Ohio	Denver, Col.	†Rochester, N. Y.
*Atlanta, Ga.	Des Moines, Ia.	St. Joseph, Mo.
†Atlantic City, N. J.	Detroit, Mich.	*St. Louis, Mo.
Baltimore, Md.	Indianapolis, Ind.	*St. Louis, Mo. (0)
Baltimore, Md. (0)	†Kansas City, Mo.	St. Paul, Minn.
†Birmingham, Ala.	Lancaster, Pa.	San Francisco, Cal.
Boston, Mass.	Little Rock, Ark.	Sioux City, Iowa
Brooklyn, N. Y.	Louisville, Ky.	†Syracuse, N. Y.
Buffalo, N. Y.	†Minneapolis, Minn.	Toledo, Ohio
Chicago, Ill.	Mobile, Ala.	†Vicksburg, Miss.
Chicago, Ill. (0)	†Montgomery, Ala.	*Washington, D. C.
Cincinnati, Ohio	Memphis, Tenn.	*Wheeling, W. Va.
Cleveland, Ohio	New Orleans, La.	†Wilmington, Del.
Columbus, Ohio	Omaha, Nebr.	Youngstown, Ohio
†Dallas, Tex.	Philadelphia, Pa.	
Dayton, Ohio	Pittsburgh, Pa.	

EXHIBIT B

SCHEDULE FOR FEDERATION INQUIRY

The following questionnaire was sent to the Federations indicated in Exhibit A, after being revised by a number of gentlemen interested in the subject, among whom should be

mentioned especially Mr. Max Abelman of the Brooklyn Federation, Dr. H. G. Friedman, and Mr. Morris Waldman. It seemed desirable to reprint the questionnaire as a guide to the points to which the attention of those might be more usefully directed who are considering the founding of a new Federation. As an instructive example the answers given by the Cleveland Federation are added, as these were the most complete sent in.

Unfortunately, few of the other Federations sent in full replies, and it was therefore impossible in many cases to summarize any results except those relating to income.

Q. 1. City? A. Cleveland, Ohio. Q. Estimated Jewish population? A. 60,000 to 70,000.

Q. 2. Corporate name of Federation? A. The Federation of the Jewish Charities of Cleveland.

DATA ON FEDERATION

Q. 1. Give receipts of Federation by years.

A.

Year	Receipts from Subscribers	From Other Sources	Year	Receipts from Subscribers	From Other Sources
1904..	\$41,350.50	\$395.12	1909..	\$53,649.50	\$802.05
1905..	40,119.25	325.61	1910..	70,469.00	401.87
1906..	40,010.75	261.45	1911..	71,287.18	449.13
1907..	47,428.00	272.18	1912..	75,072.50	486.46
1908..	49,942.16	3483.32	1913..	79,105.97	504.35
			1914..	84,000.00	(approx.)

Q. 2. Describe nature of other receipts. A. Gifts and bequests to a memorial fund.

Q. 3. State for each year the number of members or subscribers.

A.

Year	Number of Members or Subscribers	Year	Number of Members or Subscribers
1904.....	1251	1909.....	1606
1905.....	1270	1910.....	1592
1906.....	1265	1911.....	1697
1907.....	1428	1912.....	1825
1908.....	1659	1913.....	1848
		1914.....	2200 (about)

Q. 4. Give cost of collecting funds and administering Federation by years.

A.

Year	Expense	Year	Expense	Year	Expense	Year	Expense
1904..	\$1452.46	1907..	\$2210.48	1910..	\$2827.24	1913..	\$3536.39
1905..	1479.62	1908..	2636.32	1911..	3148.57	1914..	*4500.00
1906..	1618.25	1909..	2672.87	1912..	3536.39		

Q. 5. Give list of institutions belonging to the Federation and the amount allotted to each by the Federation for each year since federation. (Enter also societies no longer members, if any.)

1914

Camp Wise Association.....	\$5,193.94
Council Educational Alliance.....	12,854.09
Council of Jewish Women.....	4,500.00
Hebrew Relief Association.....	24,400.00
Hebrew Shelter Home.....	1,000.00
Jewish Infant Orphans' Home.....	7,500.00
Jewish Orphan Asylum.....	8,000.00
Montefiore Home	3,500.00
Mount Sinai Hospital.....	3,600.00
National Jewish Hospital, Denver....	2,000.00
	\$72,548.03

* A little less than \$4500.00.

Federated Jewish Charities, Dayton, Ohio, for relief of flood sufferers	\$1,000.00
Hebrew Sheltering and Immigrant Aid Society, New York City	350.00
Lakeside Hospital for Special Investigator of Jewish Cases	120.00
National Conference of Jewish Charities, dues.....	50.00
National Desertion Bureau, New York City.....	200.00
	\$1,720.00

Please make sure that the foregoing list gives all societies included at the time of federation; also list all national societies receiving contributions from the Federation.

Q. 6. Give list of societies in Federation having "reserve" or endowment funds, and state for each the amount of such funds at the beginning of federation and in the last year.

A.

Society	Amount of "Reserve"	
	First Year of Federation	Last Year, 1913
Jewish Orphan Asylum.....	\$340,801.97	\$573,139.66
Sir Moses Montefiore Home for Aged	66,586.88	100,785.55
Jewish Infant Orphans' Home....	None.	13,514.58

Q. 7. Give list of societies in existence which are not members of the Federation; amount of their income in 1913 from the public in memberships, donations, entertainments, etc.; give reasons why they are not members.

A. There are several organizations supported by the Orthodox Jewish element, organized by them and in most instances duplicating the work of affiliated institutions of the Federation. Their resources and expenses of operation are not known to us.

Q. 8. Note below institutions, if any, formed since federation.

A.

Society	Year Organized	Year taken into Federation	If not taken into Federation, state reason
Camp Wise Assn.....	1907	1907	....
Hebrew Free Loan Assn. (re-organized in 1905).....	....	1905	....

Q. 9. Describe in detail methods of—

(1) Soliciting funds. A. Both by mail and personal solicitation.

(2) Collecting funds. A. About 95 per cent by mail, balance by personal call.

Q. 10. Describe in detail any volunteer or unpaid body in existence for the purpose of soliciting funds.

A. We have recently formed an Auxiliary Committee of about twenty persons who co-operate with our Subscriptions Committee of the Board.

CONTROL OF SOCIETIES BY THE FEDERATION

Q. 1. Are societies belonging to the Federation allowed to solicit or receive donations for general funds? A. No.

Q. 2. What are the restrictions on appeals by societies belonging to the Federation for funds for new buildings or endowments? A. Require the sanction of the Federation Board.

Q. Must such appeals be indorsed by the Federation? A. Yes.

Q. 3. How is the budget of allotments to the societies determined, and by what body? A. Recommendations by Executive and Finance Committees, final allotments made by Board of Trustees.

Q. 4. Describe the executive organization of the Federation Board.

Number of
Members

Powers of
Executive Committee

A. Seven. Conduct the business of the Federation in accordance with the policy of the Board.

Q. 5. How are the directors chosen for the societies belonging to the Federation? A. Elected by Federation members who are also members of the affiliated societies by virtue of their Federation subscription.

Q. 6. Specify the number of individuals (excluding duplications) on all boards of the Federation and constituent societies in—

(a) The first year of federation. A. 115.

(b) At present. A. 145.

Q. 7. What are the requirements which a society must meet to be admitted to the Federation?

A. Organizations may be made beneficiaries upon their application being approved by the Board of Trustees at a meeting. No aid shall be extended to any organization which shall, after January 1, 1904, without the consent in writing of the Board of Trustees, give any ball, bazaar, fair, or other entertainment for which tickets are offered for sale, or solicit advertisements or contributions other than permanent endowments or membership fees, which latter shall not exceed \$3.00 per annum. A local organization, to become a beneficiary, shall adopt and maintain a by-law providing that each person who shall contribute at least \$5.00 to this Federation shall be a member of such organization for the fiscal year during which such payment is made, and adopt and maintain a by-law

providing that its fiscal year shall commence January 1, and end December 31, and it shall also submit to the Board of Trustees of the Federation a full and detailed report of its receipts, disbursements, and work done during the year.

SITUATION BEFORE FEDERATION

Q. 1. Give list of societies in existence at time of federation, and give for each its income from the public in subscriptions, donations, and entertainments, etc.

A.

Society	Income from Public Last Complete Year before Federation
Mt. Sinai Hospital Jewish Infant Orphans' Home Jewish Orphan Asylum Montefiore Home for Aged National Jewish Hospital, Denver Hebrew Relief Association Educational Alliance	There was raised for all of these institutions, together with one or two so-called "orthodox" institutions, a sum less than \$25,000 from not above 650 contributors, during the year just prior to federation.

(Include also national societies having subscribers in your city before federation.)

Q. 2. What was the total number of subscribers to the societies included in the Federation, the last year before the Federation was organized? A. About 650.

Q. 3. State cost of soliciting and collecting funds before federation. A. No information.

Q. 4. Give number of persons (excluding duplications) serving on boards of societies entering the Federation. A. Not known.

Q. 5. List below societies having "reserve," endowment or permanent funds before the Federation was formed, and give amount in such fund last year before federation, and five years before.

A.

Society	Amount of Endowment	
	Last Year before Federation 1903	Five Years before Federation 1898
Jewish Orphan Asylum.....	\$320,792.95	\$267,784.62
Montefiore Home for Aged and Infirm	61,211.88	46,774.02

Q. 6. Did any of the societies before federation contribute to national societies? Specify which society and amount contributed.

A. Council of Jewish Women—amount not known.

Q. 7. Describe method of soliciting and collecting funds before federation.

A. Personal canvassing for donations, and the selling of tickets for raffles, bazaars, balls, picnics, etc.

Q. 8. Give estimated Jewish population—

(a) At time of federation. A. About 35,000.

(b) Five years previous. A. —

GENERAL

Q. 1. Is there any class of institutions that does not join the Federation?

A. The Federation includes only purely philanthropic organizations.

Q. 2. Is it preferable that they remain outside of Federation? Why?

A. ———

Q. 3. Are there any advantages to a system of two Federations such as "up-town" and "down-town" Federations? Is it possible for two such Federations to co-operate?

A. No such condition exists in Cleveland.

Q. 4. What have been the advantages of federation?

A. For the giver, an assurance of business-like administration of this communal work, and freedom from the annoyance of constant solicitations; for the recipient, more adequate help and more efficient service.

Q. 5. Has it permitted a ready rearrangement of allotments in accordance with the changed needs of different institutions?

A. Always.

Q. 6. Please add any information from your experience that throws light on the benefits or drawbacks of federation.

A. Our experience with ten years of federation has proven that centralized effort is equally as important in philanthropy as in business, whether applied to the attainment of a higher standard of efficiency in service, or to the building up of resources necessary for the conduct of its affairs. The idea of federation is well founded, and the results depend entirely upon intelligent application of its principles.

The one criticism which is occasionally offered against federation, "that cold, business-like organization, when applied to sympathetic, sentimental philanthropy, has a tendency to sever the bond of friendliness between giver and recipient," has not been borne out by experience. We find to-day equally as great a number of *really* interested persons lined up in communal work as at any time prior to the federation, and the

only interest that may possibly be lacking is that superficial interest that may have gone with the Charity Ball, Bazaar, Program Advertising business. Those who care to know, and are heartily interested in human welfare, will be found as ever in the ranks of those who assume a working interest in communal endeavor.

EXHIBIT C

TABLES

The following tables summarize most of the definite information received from the various Federations in answer to the questionnaire. It was thought desirable to confine this to the amounts received each year and to the number of members. For other points the body of the Memoir must be consulted, which contains other tables. In some cases distinction is made between sums received from memberships and from other sources (bequests, donations, etc.), and it seems desirable to keep this distinction wherever it was made. The sums derived from other sources are inserted in italics above the sums derived from memberships.

7

[illegible]

193

[illegible]

EXHIBIT D

CONSTITUTION

It has been thought desirable to append a skeleton constitution for the use of any city desiring to start a Federation. The respective clauses have been selected from the different constitutions, the most elaborate of which are those of Philadelphia and Baltimore. It has not been found necessary to supplement this by the article relating to the number of officers, modes of election, and their duties when elected, rules for stated meetings, method of amending constitution or by-laws, and the number of subscribers, which apply to almost every institution and are "common form."

CONSTITUTION OF THE FEDERATED JEWISH CHARITIES OF —

Article I. The name of this organization shall be "The Federated Jewish Charities of"

Article II. The purpose of this organization shall be the collection of contributions to be devoted to the Jewish charitable organization of, which may become affiliated with this organization, the amount of distribution to each such organization to be determined as the Board of Directors may from time to time deem proper.

Article III. The following Jewish organizations shall be known as the Constituent Societies of this Federation, all of which shall be the beneficiaries of the funds received from the individual members of this Federation:

- | | |
|------------|------------|
| 1. | 4. |
| 2. | 5. |
| 3. | 6. |

Article IV. The Board of Directors by a three-quarters vote of all its members shall have power to admit other Jewish charitable and educational organizations to participate therein, upon such terms and conditions as to it may seem best, and may by the same vote drop any organization.

Article V. Should any federated association refuse or neglect to co-operate with the Federation in the manner provided by the Board of Governors, it may by resolution give written notice to such association requesting it to conform to the rules of the Federation. Should such association persist in such neglect or refusal, the Board may by a vote of three-quarters declare it to have withdrawn from the Federation, and thereafter such association shall not be entitled to any rights or benefits thereunder.

Article VI. This Federation shall have no voice in the management or control of any of the constituent members. All real property, funds, bequests, devises, contributions, donations, and other resources now held or hereafter acquired by a constituent member shall be and remain its separate property and under its separate control.

Article VII. None of the constituent organizations shall have a separate collection department for dues and subscriptions, but the whole work of charity collection for such institutions shall be assumed by the Federation.

Article VIII. No constituent organization of this Federation, which, after its election as such beneficiary, shall give any ball, bazaar, fair, excursion, picnic, theatrical benefit, or other form of entertainment for which tickets are offered for sale in or elsewhere, or shall encourage the sale of such tickets for such benefit by persons not connected with

such organizations, or receive the whole or part of the proceeds thereof, or solicit money contributions other than permanent endowments, legacies or devises from members of this Federation, shall receive any aid from the Federation.

Article IX. Any Israelite paying the sum of at least \$10 per annum to this Federation shall be a member thereof for the fiscal year for which said sum shall be paid, and shall be entitled to speak and vote at all meetings of the Federation, and hold office therein.

Article X. The amounts respectively contributed to this Federation shall be apportioned by the Board of Governors as follows: Where such contribution is equal to the total amount paid by the members during the preceding year to the organizations selected as beneficiaries, the Board of Governors shall pay to such organization the money necessary to retain such member in the membership class of such organization to which he or they may heretofore have belonged. Where such contribution is equal to the aggregate of such minimum membership dues of all the organizations selected as beneficiaries, the Board of Governors shall arrange with such organization to place the name of such member upon the membership list of all such organizations. Where such contribution is less than the aggregate of such minimum membership dues, the member subscribing may designate the respective organizations in which he desires membership, and in default of such designation, the Board of Governors may make such apportionment of dues as they may deem proper, by arrangement with the respective organizations.

Article XI. The management and control of this Federation shall be vested in a Board which shall be styled the

Board of Governors, and which shall consist of persons selected by the constituent members in the following manner:

Each constituent member shall appoint or elect, as it may determine, the number of representatives to which it is entitled on the Board of Governors, and shall issue a certificate of election or appointment to each such representative, the presentation of which certificate shall be necessary for qualification as a member of the Board of Governors. Upon qualifying, each representative shall serve on the Board of Governors for a period of one year, or until his or her successor shall be elected or appointed by the constituent member which he or she represents. No person shall be eligible for qualification as representative of more than one constituent member during the same term. Any vacancy in the representation of a constituent member shall be filled by such member.

Article XII. On or before the of in each year, each constituent member shall furnish to the Executive Committee, upon forms to be furnished by the secretary, a full and complete report of its work and expenditures for the first ten months of the then current calendar year, together with a detailed statement and estimate of its financial requirements for the ensuing calendar year. The Executive Committee shall thereupon investigate such reports, and shall as soon thereafter as is practicable make its recommendation to the Board of Governors as to the amount of the revenue of the Federation to be apportioned among the constituent members for the said ensuing calendar year, and as to the apportionment thereof. The Board of Governors shall, as soon thereafter as is practicable, at the general or at a special meeting called for that purpose, consider the recommendations of the Executive Committee and apportion so much of the revenues of the

Federation as they may determine among the constituent members for the said ensuing year. The amount so apportioned to the various constituent members shall be paid to them during the said year as from time to time thereafter shall be determined by the Executive Committee.