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# COMMUNITY • NEEDS • CRITERIA • PRIORITIES • ALLOCATION

UNDERSTANDING THE PLANNING PROCESS:  
SETTING PRIORITIES FOR  
LOCAL JEWISH COMMUNITY ALLOCATIONS.

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*The Heavens themselves, the planets, and this center.*

*Observe degree, priority, and place,*

*Insisture, course, proportion, season, form,*

*Office, and custom, in all line of order.*

- Shakespeare: Troilus and Cressida Act I, Scene iii, 85

There have been a great number of attempts to create the perfect system for the allocation of scarce community dollars and resources through the process of setting priorities. Although, my original thought was indeed to make such an attempt, I have found this pointless. Without the dynamics of a community to measure, or a committee to set upon a process one can not attempt to create a working model. Each town, city, community with leaders big and small creates a vastly different set of circumstances in which to operate. Termed the "Butterfly Effect", by Michael Crichton author of "Jurassic Park" where in a complex system such as a universe, or even a community the flutter of a butterfly's wings in Seattle will change the outcome of the weather in Bangkok. This is the dilemma of the communal process of social planning, priority setting, criteria, or allocations. Whatever name we chose for the process which determines where a community declares what it does and for whom, it is not a simple process, it is indeed complex.

In order to make understanding the allocation process a little less complex, this paper will provide a guide for understand how to embark on creating an allocations system which takes in account community needs during times of scarce resources. Provided inside are concepts, instructions, outlines, models, and worksheets all bound together in a three ring notebook. Use this to organize where you need to go and how you plan on getting there.

## *SECTION ONE*



## PRIORITY SETTING IN THE TALMUD

If the townspeople sell the town square [where at times religious ceremonies were performed], they may buy with the proceeds a synagogue [on the principle that we may exchange something for a more holy purpose but not for a less holy one]; if they sell a synagogue, they may buy with the proceeds an ark [in which to place scrolls of the Torah]; if they sell an ark, they may buy wrappings [for the Torah scrolls]; if they sell wrappings, they may buy scrolls [of the bible books other than the Pentateuch]; if they sell [such] scrolls, they may buy a scroll of the Torah, But if they sell a scroll of the Torah, they may not buy with the proceeds scrolls [of other biblical books], they may not buy wrappings [for the Torah scroll]; if they sell wrappings [for the Torah scroll], they may not buy an ark; if they sell an ark, they may not buy a synagogue; and if they sell a synagogue, they may not buy a town square. The same applies to any money left over [from any of these purchases].

- Mishnah, Megillah 4:1:

Rava said: This rule [that proceeds of the sale could not be used for purchasing something less holy, and that the thing itself retained its holiness] only applies where the seven "good men" of the town [its elected representatives] did not sell in the assembly of the townspeople. But if the seven "good men" of the town sold in the assembly of the townspeople, even if it was for a tavern the transaction holds good. Ravina owned the ground of a dismantled synagogue. He asked Rav Ashi whether he could plant seeds there. He replied; Go and buy it from the seven "good men" of the town in the assembly of the townspeople, and you may sow it.

- Babylonian Talmud, Megillah 26a-b (cf. Maimonides, Mishnah Torah, Laws of Prayer 11:14-17; Shulhan Arukh, Orah Hayyim 153:2-7).

If money was donated for a synagogue or a cemetery, the people of the city may use it instead for a house of study for adults or children, even if the donors object; but from a house of study the money may not be redirected for a synagogue. Comment of rabbi Moses Isserles: This applies specifically where there are grounds to worry that the townspeople will not have enough money for study; but if they spend this money for the synagogue and then, when it is needed, they will collect additional money for the school, it is permissible [to use the money for the synagogue or cemetery]... And all of this is where there is no publicly known custom in the city, but in a place where it is the custom for the charity collector or the people of the city to change the use of the money to whatever they want...we go according to the custom, for anyone who donates does so assuming the common custom...as long as it is an established custom.

- Shulhan Arukh, Yoreh De'ah 259:2:

A scholar [talmid hakham] may not reside in a city where the following ten things are not found: A court of justice that imposes flagellation and decrees monetary penalties; a charity fund [kuppah] collected by two people and distributed by three; a synagogue; public baths; a toilet; a circumciser [mohel]; a physician; a scribe / notary [sofer, for writing legal documents]; a [kosher] slaughterer [shohet]; and a teacher. Rabbi Akiba is quoted as including also several kinds of fruit in the list because they are beneficial to eyesight. - Babylonian Talmud, Sanhedrin 17b (cf. Maimonides, Mishnah Torah, Laws of Ethics [De'ot] 4:23):

Rabbi Yohanon said in the name of Rabbi Shimon b. Yehodzadak: By a majority vote, it was resolved in the upper chambers of the house of Nithza in Lydda that in every other law of the Torah, if a man is commanded, "Transgress or you will be killed," He may transgress and not suffer death, excepting idolatry, incest/adultery, and murder.

- Babylonian Talmud, Sanhedrin 74a:

## CONTEXT

*"May I be among the collectors of communal funds and not among its allocators"*

( Shabbat 118 b)

Dilemmas over allocations of scarce community resources are not new in Jewish social welfare history. Classical Jewish text deal extensively with these painful quandaries and offer various social models to guide both person and community behavior and action. Jewish tradition has always advocated a responsible and deliberate response to the realities of resource scarcity and the painful choices necessitated as a result.

The Code of Jewish Law states that the poor of one city take precedence over the poor of another, the poor of Israel take precedence over the poor of the Diaspora.

Obligations to the local residents precede those owed to the transient poor, and ones impoverished family members takes precedence over that of all other poor. The redemption of captives [Pidyon Shivum] takes precedence over providing food and clothing to the poor (Shulhan Aruch, Yerah De'ah, 51:3, Mishnah Sanhedrin 4:5).

Priority-setting today has different dynamics because we are not dealing with the same Kehillot or quasi-legal Jewish Communities. These communities of the past often had the power not only to legislate, but to tax the citizenry. Instead, today we are dealing with voluntary communities which often are nothing more than vast population pockets of Jews. We have built an extensive network and non-networked set of agencies which in and of themselves have their own set of highly influential and political constituents. Combined with diminishing resources vs. the growing needs of the community, now more than ever is it apparent that some system for social planning is needed.

The term "Social Planning" always gives those who try to conceptualize it a great deal of difficulty, because it is hard to break away from its common sense meanings.

"Planning in general is an attempt to act with deliberation about some future result.

Social planning can be described as an attempt to control or influence the future through deliberate actions taken in advance."<sup>1</sup>

The concept of planning contains two basic elements: Deliberation--the use of rational approaches to set priorities based on some consistent set of criteria; and anticipation of future events--attempting to influence the results to achieve an outcome which is in some specified ways different from what would happen if you had not planned. The outcome of planning is defined as the allocation - or the weighing of priorities against the desirable outcome as expressed by the division of resources. From these simple ideas, combined with broad community experience, we can attempt to define the planning and allocations process.

## *SECTION TWO*

## A PROCEDURAL OUTLINE FOR PLANNING

I thought it would be helpful to enumerate the steps involved in the planning process prior to involving you in theory and philosophical undertones. Ultimately one must stop the talking and mindless chatter and get down to the brass tacks of planning.

The process is composed of a number of interrelated steps many of which can be accomplished in a number of different ways. The steps are:

1. Goal / Option Identification
2. Needs Assessment
3. Resource Identification
4. Defining Criteria
5. Priority Setting
6. Establishment of Objectives
7. Means Identification and Selection
8. Budget Forms
9. Program Implementation
10. Monitoring and Evaluation

### Goal / Option Identification

Planning is frequently characterized as goal setting behavior. General goals are in fact ideal values that are not necessarily achievable, but that serve as general incentives for action and establishing a direct course for action.

Option Identification is linked to goal setting in that at some point in the process reality must kick in, and a decision must be made as to what direction the process should take. At this early stage it is important that those involved in the process take a critical look at the available options for accomplishing the stated goals. In the case of allocations, options are numerous. Zero-base budgeting, multi-year formats,



modified budgeting, PPBS (Planning, Programming, Budgeting System), Program Performance Systems to name a few.

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More recently some communities have devised allocations processes which combine parallel mechanisms for the funding of agencies and programs (The "Atlanta Model" in its entirety is included in section eight as a sample of this approach.).<sup>2</sup> It is important that all possible options are thoroughly researched and examined for possible implementation. The method of choice is to review cities of similar structure and examine what methods they use. Although no community is identical this does allow some of the advantages and pitfalls to show up front, possibly saving time and resources.

The role for local agencies in this stage is critical. The agencies have the most direct experience in meeting the needs of clients, i.e. the Jewish community. Thus it is important that agencies are brought to the table from the onset of any planning process, especially, if in the end it will impact directly upon their implementation of service. Together, federation and agency can make determinations whether a system is proper for their environment.<sup>3</sup>

### Needs Assessment

In the second phase of the planning process community needs are assessed in light of the goals and policies of the organization. The result of the needs assessment phase should be a statement on conditions of need that can be demands for action.

Methods for studying need take many different forms: community surveys, staff surveys, use of available data, analysis of demonstrated demand and consumer participation. As a guide I have taken the liberty to include notes from Armand Lauffer's book "Assessment Tools for Practitioners, Managers, and Trainers (Beverly Hills, California.: Sage Publications, 1982)

"When we assess what is, we are directing our attention to the here and now. We might choose to examine the services currently being provided, the population being served, or the relationships between providers, and between providers

and consumers. We might also be looking at the environment that surrounds the provision of services. Wherever one focuses, it is important to know what questions to ask. When the program planner focuses on an actual or potential consumer population the following questions might be asked:

1. To what extent are services of various kinds available and to whom?
2. To what extent are available services accessible (by dint of location, hours offered, removal of architectural, psychological, or social barriers)?
3. Even if available and accessible, are the services responsive to actual and potential consumers, and what kinds of accountability mechanisms are built into those services?
4. How effective are the services (that is do they make a difference, and for whom)?
5. Are they efficient (could one serve larger numbers or provide more comprehensive services for the same amount of money, or would a change in the scope of the program result in considerable cost saving)?

### Resource Identification

This phase is basically a determination of the availability of resources and their correspondence to needs which can be served. For Federation Council this includes not only an inventory of the services currently provided by agencies, but also information relating to the public and private sector. This "outside" information will prove helpful during times of growth and expansion as well as during periods of efficiency assessment. During this stage, planners made become aware of outside agencies which perform similar tasks at less cost and greater efficiency than ones own beneficiary agency. Beware of the dangers associated with this! Outside agencies may misunderstand this research and begin to have certain expectations of future funding. Beneficiary agencies may feel threatened and begin to hamper the process. Remember, the Federation system was not set up as a free market system, and while competition can send productivity levels higher, it also can defeat morale and destroy community process.

### Defining Criteria

The identification of useful criteria for decision making involves the identification of relevant values; for example giving the highest priority to programs that serve those in greatest need. It also requires the specification of an index or standard to provide a way to measure need. Criteria should remain relatively simple and few in number.



That is not to say that organizational goals should be sacrificed, however if the system is to cumbersome accomplishment of goals become next to impossible.

Common forms of criteria are: Does the service address the vital need?; Does the service have an impact on the problem that it is designed to address?; Does the service strengthen the Jewish community?; and Does the service represent a fiscally sound and appropriate investment of resources and or funds?<sup>4</sup> Often surrogate measures are used when we cannot measure need directly. For social services areas which often can not be quantified outside of distribution of services or quantity areas, criteria help to set certain service levels and standards.

### Priority Setting

The fifth phase is simply a process, though not simple to operationalize, of ranking concerns according to the given criteria or values so that an order in which the needs will be addressed through program development can be established.

Priority setting is partially a judgmental operation, although a number of priority setting techniques have been developed:<sup>5</sup>

- 1) Severity -- the ordering of needs according to the number of persons affected or how serious each need endangers those affected.
- 2) Availability of resources -- ordering needs so that the ones that are in the best position, in terms of resources, receive priority, while severity of need is only a secondary condition. This has also been termed by some as "fad planning" i.e., responding to public funding sources -- request for proposals, etc.
- 3) Administrative prerogative -- in the Federation setting this would be the prerogative of the Federation board. This, in fact, passes the task of priority setting from the planner to the realm of lay decision making. Also within the Federation setting, this provides the major factor for a viable priority setting, "clout."

A useful technique in dealing with consensus decision making is the Delphi technique, which creates a setting whereby a consensus ranking is achieved.

### Establishment of Objectives

Establishment of objectives is the process of analyzing the priority needs in terms of component activities that are required to meet each need. Unlike goals which are not

necessarily obtainable, objectives must be possible to accomplish. In addition, they are the benchmarks against which the resulting social service program will be evaluated and should be stated in such a way that progress towards their attainment can be measured.

### Means Identification

Means identification begins with an attempt to designate alternative methods of reaching the stated objectives. The second aspect is means selection which is concerned with deciding upon a course of action from among the alternatives. Criteria should be established by which to evaluate the potential of each alternative in meeting the stated objectives by such factors as cost, staffing, number served, resources needed, etc.

### Budget Forms

One component often left out of the discussion of an allocation process is the development of the budget form. Ultimately it is the budget form, at least when evaluating existing beneficiary agencies and their programs, which conveys the information and insights necessary for action. Outside of the usually staffing levels and dollar figures it is important within the budget form to allow narrative as well as responses to criteria. The budget form should be looked at as the objective document from which a contractual agreement is formed. The forms should be direct, not laden with politics, and viewed as a dialogue with the agencies. In return the agencies must treat the budget form with the same respect. A draft budget form from the Jewish Federation of Greater Los Angeles) is included in section six as an example of what details to include.

### Program Implementation

This phase is concerned with the activities related to making the program operational. Planning departments will probably have less responsibility for action at this phase of the process.

## Monitoring and Evaluation

After a program is implemented monitoring and evaluation activities are necessary to provide feedback about the operation of the program and allow modification of the program where indicated. These activities, although listed as the final stage of the planning process, are actually the base for continuous planning. Monitoring is basically the process of viewing a programs performance. The kinds of information required are:<sup>6</sup>

- 1) number of eligible clients who request the service
- 2) number of eligible clients who receive the service
- 3) number of eligible clients who did not receive the service
- 4) number of clients and unmet needs
- 5) number of clients and service delivered
- 6) technological advances in treatment /field
- 7) effective accounting system

These measures should provide an indication as to how the specific program objectives are being met. Other measures, such as units of manpower, kinds of staff activities and amount of cost outlays serve to indicate the rate at which resources are being consumed.

Evaluation involves many of the same factors as monitoring. It basically compares the programs actual outcome with the original objectives. Program evaluation assesses how well the stated objectives are achieved. Basically there are four types of program evaluation:<sup>7</sup>

- 1) Outcome or summative which measured a program's impact on the lives of people or on the problems and at what cost.
- 2) Process for formative measure - what happens during the operation of a program.
- 3) Delay measures - Who receives the program or service.
- 4) Elite studies which measure the success of a program according to the judgmental criteria of objectives rather than on objective evidence.

### *SECTION THREE*

## MEETING THE MISSION - CRITERIA SELECTION

If options are the things that get ranked in a priorities system, criteria are the things that tell one in what order options should be placed. Criteria express values about relative importance.

There are three types of criteria relevant to priorities among options:<sup>8</sup>

- Strategic or Mission Related Criteria
- Need Criteria
- Opportunity Criteria

### Strategic Criteria

A priority system can be seen as a bridge between planning and resource allocation. Strategic planning defines where a Federation and/or a community want to go over the next three to five years. Strategic criteria are those criteria derived from a sense of where the Federation is going to be. Other things being equal, investments in programs, areas or population groups that implement or advance strategic goals are given higher priority.

### Need Based Criteria.

These derive from an analysis of the relative extent or degree of need experienced by different population groups in relation to different functions or in different places. Other things being equal, one would tend to give priority to places and/or population groups where the total needs are very large, and/or where the gap between the existing and needs services is the largest, and/ or where the needs are very severe.

### Extent of Need

Size of target or "at risk" population. This includes measures of the total universe of need including "met" need i.e.. persons who are currently being served but who might be adversely affected if services were reduced in quantity or quality. Examples

of such measures include: the number of camping-age children; the estimated number of preschool children in Jewish families where both parents work or want to work out of the home, as a base for day care; the number of Jews from the former Soviet Union arriving for resettlement the number of older persons over 80 years of age, as a base for long term care.

#### Gaps or Unmet Needs

Size of the gap between those needing service and those receiving service. The larger the gap between what is needed and what is available, the more urgent the priority to provide more of that type of service. For example, number wanting camps minus number of slots available, or number on waiting lists, number who met eligibility requirements minus the number of slots available; number of older persons on waiting lists for geriatric center or home care programs under Jewish auspices; or number who express preference for long-term care under Jewish auspices minus available beds; length of time it takes to obtain service from provider under Jewish auspices.

#### Degree or Severity of Need

The consequences of not meeting a need varies from life and death (e.g.. nutritional needs of the poor, limited vocational training which may result in continuing unemployment) to inconvenience or discomfort (e.g.. a longer wait for counseling services or for access to sport facilities).

### Opportunity Based Criteria

A program area or client group may be viewed as high priority because it is associated with some positive result flowing from that investment. The positive result might be associated with timing or the opportunity to leverage other resources. Specific examples of opportunity-based criteria are:<sup>9</sup>

1. Probable Benefit.

The potential of a population group to benefit from a priority. For example, some analysts of Jewish identity-building believe that identity-building efforts should not be focused on those who are totally disaffiliated or not identified at all, but on the large majority of American Jews who are somewhat identified or marginally affiliated.

2. Necessity for Jewish Sponsored Service.

This includes programs that must of necessity be provided by the Jewish community e.g.. Jewish burial program.

3. Jewish Auspice Beneficial.

The extent to which a program or service is enhanced by being provided under Jewish communal auspices.

4. Absence of General Resources.

There are no other resources in the general community to meet that need.



### 5. Immediacy.

Sometimes an option is higher priority today than it will be later or was previously. Sometimes an investment now prevents or deters significant communal problems from occurring or becoming exacerbated in the future. This criterion suggests that, other things being equal, preventive functions should take priority over remedial ones. For example, an area may be facing an accelerated growth in Jewish population. Land-banking may be a high priority today and too expensive to be considered in five years time.

### 6. Special Opportunity.

The chance arises for the agency to participate in a collaborative effort with one or other agencies, or to secure a specifically targeted grant or unexpected endowment,

### 7. Fundraising Potential.

This includes programs that carry with them the potential for increased fundraising by the agency.

### 8. Agency Capacity.

The ability of the agency to fund programs through their own resources.

### 9. Leverage.

The potential for a program requiring some community dollars to generate larger amounts of money from outside funding sources.

Ultimately criteria enable choices to be made among multiple options. Attention needs to be taken to assure that the criteria are not exclusive, easily defined, are measurable or are outcome related, can be rated and are uniform with the mission of the agency.



Simple action steps in creating criteria are:

- 1) Analyze the three sources of criteria: Mission, Community Concerns and Need/Opportunity Analyses and develop a list of criteria.
- 2) Select indices (or measurement tools) for each criterion.
- 3) Refine and simplify the list of criteria.

## *SECTION FOUR*

## THE BASIC STRUGGLE - SETTING PRIORITIES

How do you create a structure and methodology, not only for doing the job once you know what the job is, but for deciding what job to do. The question of priorities is one of the most difficult to deal with in discussions on social planning, because questions of preference are necessary preconditions for attempting to do anything rationally and objectively. The struggle to make choices among conflicting claims for the use of resources is one from which we can not escape. Difficult and painful choices are beginning and will continue to be made among programs of seemingly equal importance and merit. In response to this state of affairs, Federations are in need of developing a comprehensive system to evaluate, establish and maintain community priorities.

The term "priorities" has come into very heavy usage recently, and there is need to explore some of the underlying ambivalence with respect to this notion, and to especially see it in the perspective of our Jewish Communal structure today.

### Absence of Ideology

When we assess the history of the Jewish communal structure in America, one of its early strengths was that it has been non-ideological, based on consensus.<sup>10</sup>

Originally, it was built on a very narrow base because in the early days it was on only a very narrow base that one could achieve consensus, and we broadened our concerns only as we were able to get common agreement among the parties involved. If one were to select a phrase to characterize the early period of Jewish communal organization in our country, we could call it "the absence of ideology." In a certain sense this became one of the keys to the strength of that structure. It was not shaken by ideological controversy since it moved into fields only as consensus emerged that a joint or communal effort was required.

This made it possible for very practical programs to be devised. It was clear that when families were in trouble, we were able to get together very easily to help in a collective way. If we needed to find jobs for people who were discriminated against, we came together and set up a vocational service. If there were children who were deprived, or were orphans, there was a need to get together and form a child care service agency, and so on. These were the non-ideological elements.

We are now moving into a new period. The question that needs exploration is whether we are now moving into a period of ideological controversy, disguised under the term priorities. What impact will it have on this very practical structure we have worked out? How much will it shake us? What tensions will it produce?

One of the major problems is that we slip over into a conception of priorities as requiring that everything which isn't a priority be done away with. But if you look at the dictionary definition of priorities, it usually says, first among a number, or having precedence over a number. But it doesn't eliminate the others. Priority does not imply exclusivity. How do we interpret this in communal terms?

### An Open System

In examining the issue of priorities, most of us begin to think in terms of a hierarchical system; that in some way we can develop a hierarchy of values - - since essentially when we talk priorities we are beginning to talk about assigning values to program, indicating that this effort is more valuable than something else, and usually we think of it in hierarchical terms. The tough part of this is to perceive it in the context of a Jewish communal structure that started out as a confederation of voluntary agencies that have banded together because they feel that they can do jointly the tasks that confront them, more effectively than they can do them separately. Above all, we have to remember that the Federation - Agency relationships not a closed system, but a voluntary open system, which means it has "escape hatches." Sometimes these escapes are more apparent than real, but we have

to recognize that in this kind of system, if one of the components become truly unhappy, it can opt out of the system and go its own way. I do not want to oversee that because in systems that have been in operation for a long period, opting out of the system has its own penalties attached to it. These systems have built up traditions of loyalty, of leadership and the option to leave the system may not be a realistic alternative. The fact remains that there is that option and when we begin to make value judgments this must be considered as a realistic possibility. An agency could say after certain decisions have been made, "You have made value judgments, and we see that you have made certain decisions that put us in a disadvantaged position, and we will elect to leave that system and go directly to the public for support. This is the risk in attempting to plan for it is inherent that some would rather leave good enough alone.

Inherent in the Federation system is the commitment to pluralism. When you examine the concept of Federation you see that its thrust is to be as inclusive as it can be. That is its strength; it wants to build the broadest possible base, but it seeks only those things on which there is a solid community consensus. It is voluntary (people have to vote for it with their participation and their dollars); it is based on consensus, it tries to be as inclusive as possible. But the concept is of embracing, of reaching out, of creating unity.

### Balance

Even more important is the concept that has grown up that makes the process work -- the concept of balance. If I were to be asked for just one word to epitomize the Federation system most effectively, I would probably chose the word balance because that is its thrust. Its thrust is to recognize that there are tensions among the components of the system, and its job is to move ahead to make progress, but at the same time to develop balance. This does not mean overweighing one so much against the other, that you unbalance it, so that you have unhappy members of the family, and so unhappy that some of them want to leave the system. One of the key values we

are seeking is unity, which in some ways is another aspect of balance. I do not want to over stress balance. It does not mean that everybody has to be treated alike, but balance in the sense of the family situation where there is to be a clear commitment to the welfare of the whole family -- family of agencies. One year the young girl in the family needs medical attention so the resources would flow there. This may be at the expense of not having extra resources for the other children in the family, but they would not be so disaffected that the children would be ready to leave the family because they recognized the value of the medical attention to meet their sister's needs. Preserving unity, preserving balance, and avoidance of polarization is one of the thrusts, one of the positive objectives of this system. Now we want to examine that, alongside of the new trends towards determining priorities.

### Values

When we wrestle with the problem of priorities we are frequently dealing with value judgments that are probably not completely subject to objective or rational determination. We'll pile up the figures and the facts, and those are important, but when you get down to decision making, some elements are not subject to objective determination. They depend on the values that you bring to making the decision, the values that you hold to be important. In our day-to-day operations we demonstrate that we really recognize that because one of the things we strive for in Federation planning and decision making, is to have a representative group of people who work on the decisions. We recognize that since so many of the decisions are value-laden, one way to get some kind of balance is to make sure that all points of view are represented: we place a heavy premium on representation. The fact remains that even though we must get at the facts and figures (e.g. if we're talking about our older people: how many, how sick, what the resources are, what the alternatives are, and what options we have), we know that somewhere down the line it gets to the question of value judgment.



Value judgments are frequently unconsciously made, not only by lay people but by professionals. One of the things we are beginning to explore is to probe the values and bring them to light and have people express them so that they can look at them. And this in itself can be a step to some kind of greater objectivity -- under the theory that if at least you know you own biases, you can reckon with them a little more effectively. But it is even more frustrating than that, because one of the fond dreams we have is our desire for symmetry in our Jewish communal life. Some believe that if we work hard at it, and long enough at it, and involve enough people, we could devise a total scheme of priority . . . we could develop a "blueprint" for Jewish community life. Is this really possible? We do not know of any community that has been able to do a "global" priority determination . . . to look at all Jewish needs and to put them into context in relation to one another, and emerge with a priority scheme that would govern resource allocations.

#### Priority -- In Time

There are some people who are beginning to examine whether the word "priority" should be looked at more in a temporal way, in a time sequence sense. That is one of its meanings: "prior" implies that you look at it first, in point of time, and whether that might be a framework within which we can work effectively. In other words, priority can mean that we are going to pay attention to this first, right now. If one looks at the scheme of Jewish communal life, the agenda is almost interminable. What you are willing to look at now becomes an important element in your decision making. You decide to look first at older people, rather than sick people or unemployed people.

We certainly must put into the record the undeniable fact that sometimes we do not make the decisions at all, but rather they are thrust on us as a result of outside forces. This does not mean we should forget about priorities, but it is a realistic limiting factor.

There is another factor which must not be overlooked. We are dealing with contributed dollars, voluntarily given. They can be withheld. A discussion on priorities must take this into account. In evaluating Jewish hospitals, some partisans of other services argue that Jewish hospitals have a low priority and one should simply get rid of them and take that money and spend it on Jewish education. Query: when you exclude the Jewish hospitals from the system, do you have the same money that you had before? These are not tax dollars. They are contributed dollars, given by people who are motivated by a wide variety of concerns. There is not only the possibility of loss in funds, but there is the issue of excluding certain segments of the community from the consensus. What is the overall loss in strength and unity? All the consequences must be weighed.

What does it all add up to? Does it mean that in an effort to preserve pluralism and balance we never say no to anything? Of course, we constantly say "no". Needs are infinite and resources are finite, and every Federation leader has to face the truth. The task of the leader is to reconcile unlimited needs with limited resources. Federations are not the only ones making choices. The people in the agencies now have to make decisions along with the Federation planners and the decision makers. Priorities don't just apply on the upper level of allocating the community's resources. They apply in the intimate programs within the agencies. If there are new responsibilities, do they always pyramid on top of the old responsibilities? Or is it possible that you will have to make a decision to lop off programs that have a lower priority? You, in your own agencies, and even within some programs within your agencies -- you must make choices. If you don't do it, somebody looking over your shoulder is going to do it, and maybe do it less effectively.



We are concerned with the issue of decision-making. How are decisions made within this system -- this organized Jewish community? That involves power. Power is not a word used frequently in our discussions. Where does power reside in the Jewish community? Who has it? How is it exercised? A simplistic answer is "the big givers decide everything." The fact of the matter is that in many communities, the big giver deliberately refrains from active involvement in the allocation of resources. It is an interesting thing. You could build a case the other way "that the big giver is under-represented in decision-making." Many big givers say, "look here's the money but please don't bother me with the complexities of how you divide it -- I don't have the time." You examine in your own community and you can tell a lot better than I whether the big giver making the decisions is a reality or a myth.

I think that some of the steps in the process of decision-making have helped to make sure that all of the elements that are affected by the decision at least have a place at the table. I am not naive enough to say that they all have equal voice. So long as we have a system which really depends on voluntary giving, I don't see how all can have equal voice. But what about leadership's responsibilities to make sure that every voice is heard? That is at the heart of what we were discussing before about representation in the decision-making process. One of the by-products of a good decision-making process is that we strengthen the instrument that makes the decision. In other words, where decisions are hammered out on the basis of consensus, by and large, you will have the work and the participation of most of the people in the communal system. And you will emerge with a stronger communal apparatus.

Program Ratings

Programs ratings translate community priorities into quantitative data which can be used to determine the amount of funding for each program. After reviewing program proposals and budget materials and meeting face-to-face with agency representatives,

subcommittee members should rate programs by assigning a numerical value in response to each question. Following the rating session, Federation staff calculates the subcommittee's average score for each question. The total score is converted to a 100 point scale or assigned a weighting.<sup>11</sup>

### The Allocation

Once ratings are completed, subcommittees meet one more time to convert the final scores into a recommended allocation for each program. In general, the higher the program rating, the greater the percentage increase.

Programs are usually guaranteed a range between 85% of their prior year's allocation and 100% of their current request. Factors which might affect this guarantee include:<sup>12</sup>

- The outcome of the campaign.
- The split between the Planning & Allocations Committee and the Israel, National & Overseas Committee.
- Any special unanticipated circumstances.
- Politics should not effect this guarantee unless it is contrary to the mission of the Federation

Subcommittees are provided with a range of allocation choices within the following parameters:<sup>13</sup>

### SUGGESTED ALLOCATION RANGES

<u>Final Score</u>	<u>Low % of Previous Allocation</u>	<u>High % of Request</u>
90-100	100%	100%
80-89	95%	95%
70-79	90%	90%
below 69	85%	85%

"These ranges serve as guides for subcommittee discussion and decision making.

Subcommittees are not obligated to "spend" all of the funds available for allocation to

their target groups. If funds are left over after allocations decisions have been made, they may be returned to the "pot" for redistribution to other subcommittees." <sup>14</sup>

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A suggested tool once the allocation decision is to become finalized is the creation of the "Memorandum of Understanding." This acts as a contract between agency and Federation as to what is expected from each other. An example of this has been provided by the Atlanta Jewish Federation and can be found in section eight.

## *SECTION FIVE*

## FEDERATION'S PLANNING ROLE - TWO VIEWS

The planning process ultimately involves lay and professional relationships. As in most things, it is possible here, too, to oversimplify, by saying that choice of preferences is the job of the lay people, and the technical implication is the job of the professionals. It is however necessary that both layperson and professional are involved throughout both processes, although presumably with some what different perspectives and areas of competence. Therefore any general approach to planning must take into account the interplay between the political and technical elements of the process.

"There are two kinds of polarity which concern the specific role of the Federation in the planning process. One pole describes Federation's role as merely providing a mechanism. Planning in this view would be defined as the creation of a channel through which different groups can contend and hammer out their priorities and consensus. The opposite pole is control, where the model would be a highly centralized, highly directive Federation, which determines policies for the community through its own structure of representation. Neither of these polarized positions is realistic but it is useful to recognize that we can drift toward one side or the other - that we must seek the point of balance. Which often proves to be the most difficult of tasks and the path of most resistance."<sup>15</sup> It isn't surprising that most Federations opt for the carrot and stick model, using allocations for leverage. This dampens the community process and in time reduces the ability for agencies to advocate on behalf of the client. For the sake of the client we must begin to seek the point of balance. The name we often give to that balance is leadership. The issues are: How, and What way, can Federation exercise a leadership role in a complicated inter - organizational system, in which parts are autonomous? What techniques and tools does it have to achieve a community policy? What is the structure for determining that policy?

Finally it is important to point out that social planning is not an isolated enterprise in the community. We are really talking about community policy-making and decision making. These functions cannot be successful unless the planning body takes cognizance of , and is closely related to the other elements of community decision making -- particularly those aspects of decision making that have to do with funds.-- in other words campaigning and budgeting.

## *SECTION SIX*

## Budget Criteria for Programs and Overhead

Program budgets should be constructed to show the incremental cost to the agency of offering the program. If the program is eliminated, all program expenses will also be eliminated. Here are a few points to consider when linking budgets to allocation.

(The draft budget form from the Jewish Federation of Greater Los Angeles is included at the end of this section as a sample of how to link budgets to allocation.)

Expense allocations should be made as follows:<sup>16</sup>

1. Executive Director salary and benefits are overhead expenses.
2. If part of an expense is attributable to a single program, and part is overhead, the total amount is included in overhead.
3. Any expense which can be documented as a single program expense, with no overhead component, is included as a program.
4. Any direct program expense which is attributable to more than one program, but has no overhead component, is included in the multiple program expense column.
5. The expense of a sub-executive staff person who is dedicated to a single program is included in the program expense column.
6. The expense of a sub-executive staff person who spends time on more than one program is included in the multiple program expense column.
7. Program supplies, assistance to individuals, food, and local transportation are included in the program expense column.
8. Utilities, rent, building maintenance/repairs, capital expenditures, interest, insurance and taxes, recruitment of personnel, professional fees, audit and legal fees, postage, telephone, stationary and office supplies, office equipment, printing dues and subscriptions, and advertising are overhead expenses unless it can be documented that they are fully direct program expenses.

Revenue allocations should be made as follows:<sup>17</sup>

1. Fees for services should be allocated to the appropriate program.
2. Membership dues should be allocated to overhead or a program that is not funded by Federation.
3. Government and third party funding should be allocated to the appropriate program.
4. United Way funding should be allocated to the appropriate United Way program.



5. Restricted gift contributions should be allocated to the appropriate program, and unrestricted gifts should be allocated to overhead; contributions earmarked for scholarships should be allocated to the appropriate program.
6. Rental income should be allocated to overhead; rental income for a specific location should be allocated to a specific program.
7. Interest income should be allocated to overhead.
8. Foundation income should be allocated to the appropriate program.
9. Revenue from special events should be allocated to program if program-related, otherwise it should go to overhead.
10. Any miscellaneous income should be allocated to appropriate programs or to overhead.

## *BUDGET FORMS*

REQUEST FOR ALLOCATION  
FROM JFC FOR 1994-95

FORM A

OVERVIEW OF ALLOCATION REQUEST

AGENCY \_\_\_\_\_

1994-95 TOTAL AGENCY BUDGET \$ \_\_\_\_\_

1993-94 UJF ALLOCATION \$ \_\_\_\_\_

1994-95 UJF ALLOCATION REQUEST \$ \_\_\_\_\_

Signature \_\_\_\_\_

Title \_\_\_\_\_

Date \_\_\_\_\_

## SERVICE & PROGRAM SUMMARY

AGENCY:

PROGRAM DESCRIPTION:      -      Narrative (please note changes in past year)  
   -      Service Data

BUDGET:

ALLIANCE/REGIONS SERVED:

**1. DEMONSTRATED NEED BY THE JEWISH COMMUNITY AND/OR BY JEWISH CLIENTS**

*The program/service addresses an issue upon which there is current documentation of need within the Jewish community or by Jewish clients. Documentation of need can be qualitative examples or quantitative information provided by professionals, lay leaders, the community, or by clients.*

What need is addressed by this program?

What documentation do you have to support this need?

- estimated size of Jewish population in need
- quantitative/qualitative supporting data

**2. ABILITY TO IMPACT THE NEED**

*The program/service providers have demonstrable expertise, capability, capacity and recent history of activity and outcomes to address the specific issue and scope of need.*

- a. If you have formulated long term goals and short term objectives for the program, please provide them.
- b. How has the agency measured impact in the past?
- c. **CHANGING CONDITIONS**

*The program/service can adapt to shifts in demography, client needs, fiscal support, technical innovations, changing goals, or external circumstances.*

- Are there anticipated significant changes internal or external to this program?
- How will the program be altered to address those changes?

**3. IMPARTS JEWISH ETHICS, VALUES AND PURPOSE**

*The program/service is based on Jewish religious and cultural traditions and/or contains Jewish content which leads Jewish individuals or groups to participate in Jewish religious, cultural, political or educational activities.*

- a. How is this program based on Jewish ethics, values and purpose?
- b. Using examples, describe the Jewish content of this program/service with reference to culture, history, philosophy, politics, law, or Jewish religious tradition.

**4. NECESSITY OF JEWISH AUSPICES**

*The program/service by its particularistic or religious nature or by virtue of the population served would only be funded by a Jewish organization and is the responsibility of the Jewish community.*

Please explain which elements of this program must be exclusively funded by the Jewish community.

**5. POPULATION GROUP(S) SERVED. PLEASE CHECK ALL THAT APPLY.**

- ☐ Pre-school age
- ☐ Children (ages 5-12)
- ☐ Teenage youth (ages 13-18)
- ☐ Young adults/college age (18-25)
- ☐ Adults (general, ages 26-64)
- ☐ Single adults (all ages)
- ☐ Single parents
- ☐ Elderly (65+)
- ☐ Immigrants (specify): \_\_\_\_\_

Please Note: In future years, upon adoption of the new JFC Mission, agencies will be asked to describe how the program meets the mission.

### SUMMARY OF SERVICE ACTIVITY AND STAFFING PATTERNS BY AGENCY/PROGRAM

VOLUME OF SERVICE ACTIVITY					S T A F F			
PROGRAM TITLE	UNIT OF SERVICE	ACTUAL # OF UNITS 1992-93	EST. # OF UNITS 1993-94	PROJ. # OF UNITS 1994-95	APPROVED BUDGET 1993-94			
					ADMIN.	PROF.	CLERICAL	OTHER

REQUEST FOR ALLOCATION  
FROM JFC FOR 1994-95

TOTAL AGENCY BUDGET SUMMARY  
BY PROGRAM

FORM D

AGENCY \_\_\_\_\_

	TOTAL AGENCY BUDGET				CENTRAL ADMINISTRATION				PROGRAM			
	1993-94		1994-95		1993-94		1994-95		TITLE		1993-94	
	Revised	Budget	Budget	Requested	Revised	Budget	Budget	Requested	Revised	Budget	Budget	Requested
	\$		\$	%	\$	%	\$	%	\$	%	\$	%
TOTAL EXPENSE BUDGET												
Staff Compensation												
All Other Costs												
TOTAL EXPENSE		100%		100%		100%		100%		100%		100%
TOTAL REVENUE												
UJF Allocation												
United Way Allocation												
Fee Income (Client												
Activity, Membership)												
Fundraising Income												
Grant & Contract Income												
Government Agencies												
Grant Income-Private												
Foundations												
* Other Income												
Tot. non-UJF Revenue												

\*For example: reimbursement income, interest income, investment income, etc. These are to be listed under "Other" as specific categories.



REQUEST FOR ALLOCATION  
FROM JFC FOR 1994-95

AGENCY BUDGET SUMMARY  
BY PROGRAM

FORM D  
Continued

AGENCY \_\_\_\_\_

ABILITY TO LEVERAGE THIRD PARTY FUNDING

The program/service enables the agency to raise funds from individuals or obtain grants from non-Federation sources.

Does receipt of your UJF allocation enable you to obtain additional funding from third parties?

	PROGRAM TITLE				PROGRAM TITLE				PROGRAM TITLE			
	1993-94		1994-95		1993-94		1994-95		1993-94		1994-95	
	Revised		Budget	Requested	Revised	Budget	Budget	Requested	Revised	Budget	Budget	Requested
	\$	%	\$	%	\$	%	\$	%	\$	%	\$	%
TOTAL EXPENSE BUDGET												
Staff Compensation												
All Other Costs												
TOTAL EXPENSE		100%		100%		100%		100%		100%		100%
TOTAL REVENUE		100%		100%		100%		100%		100%		100%
UJF Allocation												
United Way Allocation												
Fee Income (Client												
Activity, Membership												
Fundraising Income												
Grant & Contract Income												
Government Agencies												
Grant Income-Private												
Foundations												
* Other Income												
Tot. non-UJF Revenue												

\* For Example, reimbursement income, interest income, investment income etc. These are to be listed under "Other" as specific categories.

SUMMARY OF SUBSTITUTIONS

Priority Rank \_\_\_\_\_

AGENCY \_\_\_\_\_

NAME OF PROGRAM \_\_\_\_\_

DESCRIPTION OF PROPOSED CHANGE INCLUDING EVALUATION PROCESS USED BY AGENCY

RATIONALE FOR SUBSTITUTION

BUDGET SUMMARY

1. Amount of Budget Increase \$ \_\_\_\_\_

2. Amount of JFC Allocation Increase \$ \_\_\_\_\_

3. Staffing Pattern Increase (number of FTE by Personnel Category)

a. Former Total Number FTE \_\_\_\_\_

b. Current Total Number FTE \_\_\_\_\_

c. Executive \_\_\_\_\_

f. Clerical \_\_\_\_\_

d. Administrative \_\_\_\_\_

g. Other \_\_\_\_\_

e. Professional \_\_\_\_\_

TOTAL FTE \_\_\_\_\_

SUMMARY OF DELETIONS

DEPARTMENT \_\_\_\_\_

NAME OF PROGRAM \_\_\_\_\_

DESCRIPTION OF PROPOSED CHANGE INCLUDING EVALUATION PROCESS USED BY  
DEPARTMENT

RATIONALE FOR DELETION

BUDGET SUMMARY

1. Amount of Budget Decrease \$ \_\_\_\_\_
2. Amount of JFC Allocation Decrease \$ \_\_\_\_\_
3. Staffing Pattern Decrease (number of FTE by Personnel Category)
  - a. Former total number FTE \_\_\_\_\_
  - b. Current total number FTE \_\_\_\_\_
  - c. Executive \_\_\_\_\_
  - d. Administrative \_\_\_\_\_
  - e. Professional \_\_\_\_\_
  - f. Clerical \_\_\_\_\_
  - g. Other \_\_\_\_\_
  - TOTAL FTE \_\_\_\_\_

SUMMARY OF ADDITIONS

DEPARTMENT \_\_\_\_\_

NAME OF PROGRAM \_\_\_\_\_

DESCRIPTION OF PROPOSED CHANGE INCLUDING EVALUATION PROCESS USED BY  
DEPARTMENT

RATIONALE FOR ADDITION

BUDGET SUMMARY

1. Amount of Budget Increase \$ \_\_\_\_\_

2. Amount of JFC Allocation Increase \$ \_\_\_\_\_

3. Staffing Pattern Increase (number of FTE by Personnel Category)

a. 1993-94 total number FTE \_\_\_\_\_

b. 1994-95 total number FTE \_\_\_\_\_

c. Executive \_\_\_\_\_

d. Administrative \_\_\_\_\_

e. Professional \_\_\_\_\_

f. Clerical \_\_\_\_\_

g. Other \_\_\_\_\_

TOTAL FTE \_\_\_\_\_

94-95

93.94

4.15

**AGENCY**

Account No. & Description	Revised Budget 1992-93 <i>93-94</i>	Budget Request 1993-94 <i>94-95</i>	<div>Increase/&lt;Decrease&gt;</div> <div>Amount      Percent</div>	Explanation

Am. 15

MAJOR DIFFERENCES IN EXPENSE BETWEEN 1992-93 & 1993-94

**AGENCY**

Account No. & Description	Revised Budget 1993-94	Budget Request 1993-94	<div> <div>Increase/&lt;Decrease&gt;</div> <div> Amount Percent </div> </div>	Explanation

REQUEST FOR ALLOCATION  
FROM JFC FOR 1994-95

REGIONAL BUDGET SUMMARY  
METROPOLITAN REGION

FORM I-1

AGENCY \_\_\_\_\_

1991-92  
ACTUAL

1992-93  
REVISED BUDGET

1993-94  
BUDGET REQUEST

BUDGET

Staff Compensation

Program Services

Supporting Services

Total

UJF ALLOCATION

Dollar Amount

Percent of Total  
Regional Budget

Staffing Pattern  
(No. of FTE\*)

Managerial  
Professional  
Clerical  
Other (Specify)

Total

Summary of programs delivered in the region, and approximate number of clients served in the region by individual programs.

Briefly summarize any proposed program or staffing changes in the region.

Briefly summarize any unique applicability of the service to this region or any heightened need in this region.

\*Permanently established positions stated in full-time equivalents.



REQUEST FOR ALLOCATION  
FROM JFC FOR 1994-95

REGIONAL BUDGET SUMMARY  
SAN FERNANDO VALLEY REGION

FORM I-2

AGENCY \_\_\_\_\_

	1991-92 <u>ACTUAL</u>	1992-93 <u>REVISED BUDGET</u>	1993-94 <u>BUDGET REQUEST</u>
<u>BUDGET</u>			
Staff Compensation			
Program Services			
Supporting Services			
Total			
<u>WJF ALLOCATION</u>			
Dollar Amount			
Percent of Total Regional Budget			
<u>Staffing Pattern</u> (No. of FTE*)			
Managerial			
Professional			
Clerical			
Other (Specify)			
Total			

Summary of programs delivered in the region, and approximate number of clients served in the region by individual programs.

Briefly summarize any proposed program or staffing changes in the region.

Briefly summarize any unique applicability of the service to this region or any heightened need in this region.

\*Permanently established positions stated in full-time equivalents.

REQUEST FOR ALLOCATION  
FROM JFC FOR 1994-95

REGIONAL BUDGET SUMMARY  
SOUTHERN REGION

FORM I-3

AGENCY \_\_\_\_\_

	1991-92 <u>ACTUAL</u>	1992-93 <u>REVISED BUDGET</u>	1993-94 <u>BUDGET REQUEST</u>
<u>BUDGET</u>			
Staff Compensation			
Program Services			
Supporting Services			
Total			

WFE ALLOCATION

Dollar Amount

Percent of Total  
Regional Budget

Staffing Pattern  
(No. of FTE\*)

Managerial

Professional

Clerical

Other (Specify)

Total

Summary of programs delivered in the region, and approximate number of clients served in the region by individual programs.

Briefly summarize any proposed program or staffing changes in the region.

Briefly summarize any unique applicability of the service to this region or any heightened need in this region.

\*Permanently established positions stated in full-time equivalents.

REQUEST FOR ALLOCATION  
FROM JFC FOR 1994-95

REGIONAL BUDGET SUMMARY  
WESTERN REGION

FORM I-4

AGENCY \_\_\_\_\_

1991-92  
ACTUAL

1992-93  
REVISED BUDGET

1993-94  
BUDGET REQUEST

BUDGET

Staff Compensation

Program Services

Supporting Services

Total

UJF ALLOCATION

Dollar Amount

Percent of Total  
Regional Budget

Staffing Pattern  
(No. of FTE\*)

Managerial  
Professional  
Clerical  
Other (Specify)

Total

Summary of programs delivered in the region, and approximate number of clients served in the region by individual programs.

Briefly summarize any proposed program or staffing changes in the region.

Briefly summarize any unique applicability of the service to this region or any heightened need in this region.

\*Permanently established positions stated in full-time equivalents.

## SAMPLE PROPOSED BUDGET

 AGENCY \_\_\_\_\_  
 PROPOSED MAINTENANCE BUDGET 9/1/93 - 8/31/94

DEPARTMENT \_\_\_\_\_

GL	DESCRIPTION	ACTUAL 1991-92	REVISED 1992-93	BUDGET REQUEST 1993-94	NET CHANGE
130	OUTSIDE CLERICAL HELP	1,101			
	TEMP SERV - STIPENDS	1,101			
	STAFF COMPENSATION	107,046	110,645	111,307	662
229	SPECIAL CONFERENCES	897	900	900	
	PROGRAM ACTIVITIES	897	900	900	
431	STATIONERY AND SUPPLIES	2,898	2,020	1,500	(520)
432	POSTAGE & DELIVERY	2,822	2,000	2,500	500
433	TELEPHONE	70			
434	DUES & SUBSCRIPTION	48	100	100	
438	MEMBERSHIP MEETINGS	169	250	250	
	ADMINISTRATION	6,007	4,370	4,350	(20)
	SUPPORTING SERVICES	6,904	5,270	5,250	(20)
	TOTAL EXPENDITURES	113,950	115,915	116,557	642

## EXPLANATION OF FORMS

The explanation which follows provides instructions for completing the individual forms which comprise the budget call package.

### FORM A - OVERVIEW OF ALLOCATION REQUEST, 1994-95

This form is the cover sheet for the agency's allocation request for 1994-95. Please note that this year you are asked to provide us with your total agency budget as well as your allocation.

### FORM B - SERVICE AND PROGRAM SUMMARY

As you are aware, the Federation is basing allocations in part this year on meeting the criteria that have been developed over the past year. Questions have been included on Form B to assist agencies in providing the data necessary for analysis by the Planning and Allocations Committee.

A separate Form B should be submitted for each of your agency's programs. Review the provided program description and service data for accuracy and completeness and make any appropriate changes. For each program provide brief, specific responses to Questions #1-4 and any sub-questions. Do not include your agency's Central Administration function as one of the programs recorded on Form B.

### FORM C - SUMMARY OF SERVICE ACTIVITY AND STAFFING PATTERNS

#### Volume of Service Activity

The programs recorded on Form C Should be the same as those on Form B, with the addition of the Central Administration function. For each program, indicate the program title, unit of service and then either the actual or estimated number of units served by the program for the following periods: 1992-93, 1993-94, and 1994-95. Whenever possible program names should match the names of the various cost centers within your agency budget, including the Central Administration function.

Unit of service pertains to the specific nature and level of activity for each program; for example, number of client contacts, number of individuals served by or enrolled in the program, number of cases, membership, etc. (This information is not required for the Central Administration component.) P & A staff is available to assist you in developing definitions of units of service.

#### Proposed Staffing Pattern

Please report the agency's staffing pattern by program for each of the following personnel categories: Administration,

Professional, Clerical and Other. Please note that employees in the Executive category are to be included under Administration.

The proposed staffing pattern is to be recorded in Full-Time Equivalents (FTE's) to the nearest .1 FTE. For example, a position which is budgeted for six hours per week would be recorded as .2 FTE on the basis of a 37.5 hour work week. A full-time employee would be recorded as 1.0 FTE.

No one person can have more than 1.0 FTE. The total FTE's reported at the bottom of this form should equal the total number of permanent staff employed by the agency.

#### **FORM D - TOTAL AGENCY BUDGET SUMMARY: FISCAL REQUIREMENTS**

Form D summarizes the agency's overall budget in terms of the Central Administration budget and the individual program budgets which make up the total. The programs listed should be the same as those set out in Forms B and C.

Under the column heading Total Agency Budget record the dollar amount of revenue for each category of support and how much this dollar amount represents as a percentage of the agency's total revenue budget. Follow the same procedure in calculating revenue and its distribution for the Central Administration budget and the individual program budgets.

#### **FORMS E-F.1 - SUMMARIES OF SUBSTITUTIONS, DELETIONS AND ADDITIONS**

These forms ask for descriptions and rationales for deleted, substituted, or added programs or parts of programs. Please use a separate form for each deletion, substitution or addition. Include a statement which describes the consequences of the proposed change in terms of service delivery, impact upon client needs, etc.

Use Form F to indicate how any cuts necessary to meet a 98% or 93% allocation will be achieved. Note the request in the upper right corner of the form for a priority ranking of programs. For Form F (deletions), please note that the rank order of 1, 2, etc. would represent the priority order in which you are proposing to delete programs. In other words, the first program to be deleted is the program of lowest priority to your agency. Specify the region(s)/alliance which will be impacted by the deletion. Note the inclusion of Question 3.a and b on staffing patterns, which is new this year.

Form F.1 (additions) has been added this year to provide agencies an opportunity to propose new or expanded service or reinstatement of a previously funded program. In recording priority positions of added programs, please note that the rank order of 1, 2, etc., would represent the priority order of programs which your agency wishes to add. Specify the region(s)/alliance which will be impacted by



the addition(s).

#### COMPUTER BUDGET WORKSHEET (to be inserted after Form F)

The line-item budget for 1994-95 is to be prepared in accordance with the format appearing on the enclosed Monthly Budget Worksheet. Use the provided spreadsheet on computer disk to simplify your input and calculations. Please note on the form the beginning and end of your fiscal year. Figures in the budget are to be stated in 1994-95 dollars and must be consistent with the budget guidelines which were followed in preparing your agency's budget proposal for 1993-94.

Please note that budgets and actual experience for IRA programs are not to be included in the budget submission. Also, keep in mind that the Net Change Column records the difference between the budget request for 1994-95 as compared with the approved budget for 1993-94.

#### FORMS G AND H - MAJOR DIFFERENCES IN INCOME AND EXPENSE

These forms highlight any significant increases or decreases between the agency's detailed 1994-95 budget request and the approved budget for 1993-94. An explanatory statement is not required for an increase or decrease of less than \$500. For increases or decreases greater than \$500, the decision as to whether or not to describe the difference should be based on the size of the difference in relation to the size of the overall budget.

#### FORMS I-1, I-2, I-3, I-4, REGION/ALLIANCE BUDGET SUMMARY

These forms provide aggregate fiscal and budgetary information for each region/alliance. A form must be submitted for each region/alliance served by your agency (Metropolitan, San Fernando Valley, Southern, and Western). The budgetary information should reflect only direct agency costs associated with personnel and office facilities located in the region. Do not include costs related to the agency's Central Administration function.

Under Staff Compensation include payroll expenses for all agency personnel functioning out of the regional office. Program Service costs include any program materials, vehicle expenses, etc., required to operate your agency's programs in the region. Under Supporting Services include costs for administrative support provided in the region, such as the costs of office supplies, rent, telephone, postage, etc., paid out for the direct functioning of the regional office.

Under the section labeled UJF Allocation specify the dollar amount of your agency's UJF allocation which supports agency operations in the region and the percentage of your agency's total regional budget which this dollar amount represents.



Under Staffing Pattern the FTE count is to be rounded to the nearest .1 FTE. The instructions for this form are the same as those for Form C.

Please note the addition of a new question at the bottom of this form which asks for information on any unique applicability of a particular service to or any heightened need in the region/alliance.

#### **PERSONNEL BUDGET WORKSHEET**

Please complete this form in accordance with the guidelines set out in Item B of the cover letter to this Budget Call. Remember that this form is to be submitted separately from the assembled budget packet. Five copies are required.

Budget-Call.Explanation-of-Forms

## SECTION SEVEN

### "THE LOS ANGELES MODEL"

*The Los Angeles Model has been incorporated into this project to provide the reader with an example of an allocation system currently in development.*

*The documents contained within are the sole property of the Jewish Federation Council of Greater Los Angeles*

## ALLOCATIONS PROCESS REVIEW TASK FORCE DOCUMENT

THIS IS THE WORKING DOCUMENT OF THE ALLOCATIONS PROCESS REVIEW TASK FORCE, PRODUCED FOR USE BY THE PLANNING & ALLOCATIONS COMMITTEE. IT WAS DEVELOPED FROM MATERIALS BY, AND IN CONSULTATION WITH, JACK UKELES, OF UKELES & ASSOCIATES.

THE MEMBERS OF THE ALLOCATIONS PROCESS REVIEW TASK FORCE ARE:

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**T**he Jewish Federation Council of Greater Los Angeles is the central philanthropic fund raising, community planning, budgeting and community relations body for the Los Angeles Jewish community. It has more than 450 affiliated organizations and is the central planning and budgeting agency for 16 beneficiary agencies.

A major aspect of the work of the Federation is the collection and distribution of proceeds from the annual United Jewish Fund Campaign. A number of processes operate concurrently to ensure the distribution of the charitable dollars that are raised by the UJF. (See Addendum, Document I). Through negotiations between leadership of the Federation and the United Jewish Appeal monies from the United Jewish Fund Campaign are allocated to the United Jewish Appeal, to assist a vast array of social and humanitarian services in Israel and around the world. Major national Jewish organizations receive an allocation through the National & Overseas Committee of the Planning & Allocations Department. Locally the Federation apportions UJF funds to cover the service programs provided under its auspices such as the Jewish Community Relations Committee, Council on Jewish Life, Israel and Overseas Committee, Martyr's Memorial and Museum of the Holocaust. The allocations to these and other departments of the Federation are undertaken through the Finance & Administration Department of the JFC.

Allocations to beneficiary agencies, (those agencies engaged in Jewish charitable philanthropic, educational, cultural, welfare and related activities), are made by the Federation's Planning and Allocations Department and approved by the Federation Board of Directors. These agencies have agreed to participate in central planning and allocating and other conditions of membership as mandated by the Federation. These agencies have also agreed to conduct their relations with United Way through the Federation. Historically some of the beneficiary agencies have been regarded as deficit-funded agencies, which means that they are included on the JFC general ledger accounting system. Other beneficiary agencies have been grant-funded, and receive Federation funding as a block grant for specific programs or services to the Jewish community. The definition of a beneficiary agency as either grant or deficit-funded was determined over the years by the committee of the Federation that reviewed the agency budget and provided its funding.

## **DEFICIT FUNDED AGENCIES**

1. Bet Tzedek Legal Services
2. Board of Rabbis of Southern California
3. Bureau of Jewish Education
4. Jewish Community Library
5. Jewish Big Brothers of Los Angeles
6. Jewish Community Centers Association
7. Jewish Family Service of Los Angeles
8. Jewish Family Service of Santa Monica
9. Jewish Free Loan Association
10. Jewish Vocational Service
11. Los Angeles Hillel Council

## **GRANT FUNDED AGENCIES**

1. Aviva Center
2. Cedars-Sinai Medical Center
3. Gateways Hospital and Mental Health Center
4. Julia Ann Singer Center
5. Vista Del Mar Child and Family Services

# DEVELOPMENT OF THE JFC ALLOCATIONS PROCESS

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**I**n 1979 the Planning and Budgeting Committees of the Federation merged into one committee. The new Committee revised the allocation process by instituting subcommittees that reviewed not only the programmatic, but also the budgetary aspects of the beneficiary agencies, and then made recommendations to the Planning & Budgeting Committee. The Planning & Budgeting Committee then presented its final report for approval to the Federation's Board of Directors.

1979 - 1982

At the time that the Planning & Budgeting Committee was constituted the following procedure was established for allocations. The first requirement of an agency was a basic budget document or core budget (Tier I) that had been determined at the time that the agency became a beneficiary of the UJWF. The core budget would have been augmented over the years by the appropriate Federation Committees to accommodate increased expenses and the absorption of additional programs into the agency's core.

Since at that time funds were allocated to agencies before the conclusion of the Campaign, a number of additional documents were required of the agencies when they submitted a budget. These additional documents included a schedule of adjustments to the basic budget document that would be made if that year's allocation was equal to the current dollar allocation of the agency for the prior year; a schedule to show what adjustments would be made if fewer dollars were available for allocation in the current year, and a schedule indicating what modifications would be made in the basic document if more dollars became available. Each agency was also asked to list its programs (with all associated costs) in order of its own priorities. New and innovative programs were funded as Tier II, through new monies from JCF and expanded maintenance of existing programs/services was funded through Tier III from 1984-1987.

1982 - 1989

In 1982 the Planning & Budgeting Committee confronted the dilemmas posed by system of delayed budget calls and negotiated allocations that resulted from allocating funds on projected results of the Campaign. The Committee decided to revise the allocation procedure and to conduct allocations on a post-campaign basis. Beginning in 1982-83 the Planning & Budgeting Committee made its allocation decisions based on the results of the most recently closed UJF Campaign. Beneficiary agencies were requested in 1983 to submit a Tier I budget request that applied to core services and a Tier II budget request for programs whose funding from the Jewish Community Foundation Grants ended, special circumstances etc.

In order to be able to present its allocation recommendations at the June meeting of the Federation's Board of Directors, the now renamed Planning & Allocations Committee began, in 1989, to base its allocations on the result of the previous years campaign. This method allowed adequate time from the August 31st close of the Campaign to the following May to carefully investigate, consult and negotiate the allocation of a known sum of money for approval by the Federation's Board of Directors. While post campaign allocating is based on a known amount, the actual allocation is paid out of existing funds. Almost simultaneously with the revision in the post campaign allocation process, Tier II funding was eliminated and the P&A subcommittee process was overhauled. In response to regional requests for greater involvement in the subcommittee process, Agency Liaison Teams were developed consisting of representatives of regions, centrally appointed members and agency representatives.

## WHERE WE CURRENTLY STAND

Currently the JFC has a distribution system based on an equal percentage increase or cut to all beneficiary agencies. This system does not take into consideration the level of Federation funding as a total of the agency's budget, the internal income generating fund raising capability of the agencies or of community needs. The Federation provides insurance rates, labor union negotiations, and auditing and payroll services to some of the grant-funded agencies.

For the deficit-funded agencies, JFC provides administrative support services, centralized services in such areas as running the general ledger, payroll, auditing and the front-ending of grants. For some of these agencies it provides central telephone and building maintenance, representation in labor union negotiations and insurance rates. The Federation also provides for the ongoing cash requirements of its deficit-funded agencies within clearly defined limitations. Recently the use of JFC cash by agencies has been reviewed by a joint committee of the Finance & Administration and Planning & Allocation Committees.[ This committee is working on reconciling figures and creating individual agency plans for ongoing use of JFC funds.]

In 1992 the Board of Directors of the Jewish Federation Council of Greater Los Angeles responded to the problems of a reduced campaign and an irregular cash flow by discontinuing post-campaign allocating based on pledges in favor of allocating based on cash received.



**I**n 1992 the Chair of the Planning & Allocations Committee constituted an Allocations Process Review Task Force, to respond to the growing realization that it was necessary to review the system whereby the Federation allocates dollars and prioritizes services. The need for such a review was highlighted by the necessity of Federation to make major across-the-board reductions in allocations to all beneficiary agencies. This reduction of available dollars resulted from a shrinkage in the monies realized by the UJF Campaign.

## GOALS

The Allocations Process Review Task Force has identified the following goals for whatever allocation system is developed.

These goals are:

- for Federation to frame the issues confronting the community and define the Jewish community's stakes in agency programs, and to put community dollars where community interests lie.
- to ensure that Jewish communal resources available to Federation and its constituent and beneficiary agencies for domestic needs are allocated in relation to the community's priorities, today and in the future.
- through the process of clarifying and articulating the needs of the community to develop the resources necessary to meet the community's needs.
- for the Jewish Federation Council of Greater Los Angeles to view its locally funded agencies and institutions as components of an interactive service system for the benefit of the Jewish community.
- to maintain a relationship between the agencies and the Federation based on mutual trust and co-operation, where there is clarity up-front about the expectations and there is a system in place for evaluation.
- to allow the regions to assist in determining communal needs through their strong geographic base, that includes synagogues, to help to raise funds and to evaluate whether or not needs are being met. This involvement would be compatible with the results of the review of the role of Regions in Federation needs assessment, fundraising and policy.
- to identify issues and concerns for planning initiatives to support communal priorities.

**T**he Allocations Process Review Task Force developed the following steps in order to actualize the goals set forth for the allocation system.

## A. STAGES OF ALLOCATIONS REVIEW PROCESS

There are seven stages that have been identified for the process:

1. Preparing preliminary options structure
2. Compiling a service description data base
3. Conducting needs documentation/identify community concerns
4. Finalizing an options structure
5. Defining criteria
6. Setting priorities
7. Using priorities

## B. REPORTING SYSTEM FOR THE PROCESS

The flow chart presents the process for carrying forward the work of the allocations process review. The process includes frequent and ongoing interchange of ideas and information between the Allocations Process Review Task Force and the P&A Committee, as well as between these two groups and Federation leadership, agencies, regions and community. The process that needs to be followed has to conclude with a recommendation that goes from the Planning & Allocations Committee to the JFC Executive Committee and ultimately to the JFC Board of Directors.

**T**he new allocation system involves substantial input regarding community concerns and needs, but recognizes that eventually a relatively small number of decision-makers will have to weigh the available evidence and make basic decisions about priorities. It is crucial that stakeholders, including Federation agencies regions, Federation departments, donors etc. be fully involved in this process if the effort is to be meaningful.

## 1. PREPARE PRELIMINARY OPTIONS STRUCTURE

To reach a point at which one can make allocation decisions it is necessary to develop a service description data base and to document needs. The development of such a data base and needs document necessitates the preparation, in conjunction with the agencies, of a preliminary options structure. The preliminary options structure, which must avoid excessive detail, can be used to structure the collection of service data and to later assist in the clarification of priorities. (An example of an options structure and a definition of services description must be provided to all those groups who are approached for input on needs. These groups of respondents, while contributing to the data base and needs document, must be able to provide input on the options structure, both at the inception and at a later stage in the process).

## 2. DEVELOP A SERVICE DESCRIPTION DATA BASE OF:

**A)** What services we currently provide (including Incentive Regional Allocations (IRA) which allow Regions to participate in social planning and to fund allocations on a Regional basis).

**WHY?** To develop an inventory of all the programs currently provided through the beneficiary agencies of the Federation.

**HOW?** Through information provided by the agencies to the Federation.

**WHO?** Staff of the Planning & Allocations Department and the agencies.

**WHEN?** Presently being developed.

**B)** What services are currently being provided under Jewish auspices but not through the beneficiary agencies of the Federation.

**WHY?** To develop an inventory of all the programs currently provided through non-beneficiary agencies of the Federation, but under Jewish auspices. This information will complement that collected from beneficiary agencies and give a more comprehensive picture of what services are offered under Jewish auspices and what services might be lacking.

by the Regions

**WHO?** Regional staff/student intern, P&A staff Task Force members.

**WHEN?** By December 1993.

### 3. DOCUMENT COMMUNITY CONCERNS AND NEEDS

Go out to the community for input on concerns and desired services in the community and identify stakeholders.

Information on community needs will be sought from:

I. Regions input (through Regional P&A Committees and Boards.)

**WHY?** To collect specific evidence, anecdotal and quantitative, on gaps in service.

**HOW?** Conduct meetings in the regions with the Regional P&A Committees and Boards.

**WHO?** Regional staff/student interns, P&A staff, Task Force members.

**WHEN?** By December 1993.

#### **ACTION STEPS**

1) Meet with representatives of regions to outline the process and their role in it. 2) Select locations. 3) Prepare, reproduce and distribute list of preliminary options. 4) Distribute copies of the plan for the priorities system. 5) Develop guidelines for meetings. 6) Conduct meetings with Regional P&A staff and lay leaders.

II. Agencies. Integral to this process is the involvement of the agencies in all stages of the work of the Task Force. This participation by the agencies will be fostered from the inception of the work of the Task Force and will embrace both the planning and implementation of the allocation process review.

**WHY?** To ensure maximum input by the agencies in the design and implementation of the allocation process review.

**HOW?** Through consultation in the planning of the process and through active and ongoing participation in the identification of needs. In addition there will be participation in the formulation of the preliminary options structure at the inception of the process and the options structure that is developed later in the process. Agencies will collect specific evidence, anecdotal and quantitative, on gaps in service eg. waiting lists.

**WHO?** Agency Presidents and Executives, Task Force members. P&A staff/student intern.

**WHEN?** Throughout the process.

#### **ACTION STEPS**

1) Engage agencies in the process. 2) Maintain ongoing dialogue and frequent report-back opportunities between the agencies and the Task Force.

Information on community concerns will be sought from:

III. General community.

**WHY?** To collect information from a wide selection of the community, in order to make the process as encompassing as possible and thereby receive a varied perspective on community needs.

**HOW?** A questionnaire in the Jewish Journal and a phone number which people can call.

**WHO?** Staff, lay leaders, maybe a consultant to develop the questionnaire.

**WHEN?** By December 1993.

IV. Individual Respondents.

#### **ACTION STEPS**

1) Design questionnaire. 2) Train respondents.  
3) Collate responses.

**A)** Federation leadership - including 3-5 major donors and representatives of the Jewish Community Foundation.

**B)** Non-Federation Institutions - including 5-10 individuals representing the various religious movements, the University of Judaism, Hebrew Union College, Yeshiva of Los Angeles, Brandeis-Bardin.

**WHY?** To collect information from representative informed people in the Jewish community.

**HOW?** Meet with representatives of different groups at Federation and private homes.

**WHO?** Staff, lay leaders, possibly a consultant to facilitate or to train facilitators.

**WHEN?** By December 1993

#### ACTION STEPS

- 1) Select locations. 2) Prepare, reproduce and distribute list of options and the plan for the priorities system. 3) Conduct meetings.
- 4) Summarize responses.

#### 4. FINALIZING AN OPTIONS STRUCTURE

An options structure is an organized systematic listing of all the possible options. The decision as to what to list as an option is an absolutely crucial one, for once the decision is made it defines what gets ranked in priority setting.

There are three option categories:

- Type of service or program
- Target group
- Geographic area

Most option structures are program or service structures, i.e. they are organized lists of all the programs or services in which Federation does, could or should invest. A program structure for planning and allocations should help decision makers connect broad concerns with specific services or programs, both those that exist as well as those that do not, but that appear to be needed in the community.

A program structure can be as simple as the five or six major kinds of Federation services eg. Jewish education, community relations, social services, resettlement, or can be a detailed list of specific services and programs.

The options should be more specific than community concerns, but less specific than the programs and services listed in the Federation's (functional) budget forms. The option structure needs to be interactive for "population groups" such as teenagers and geographic areas such as regions.

The options structure should be specific to time and place and should incorporate the dimensions of investment choice that are important in that community at that point in time. It needs to be simple enough to be comprehensible and complex enough to reflect the real issues.

**WHY?** To help decision makers connect broad concerns with specific services or programs, both those that exist as well as those programs or services that currently do not exist.

**HOW?**

**WHO?** Development of the options structure will be done by working groups of the Planning & Allocations Committee with input from community volunteers and representatives of constituent agencies. The professional staff will have to play a key role in assembling and digesting existing needs-related information and also in bringing to bear the results of the community forum and focus group processes.

**WHEN?** September - January 1994.

#### **ACTION STEPS**

1) Staff will correlate the data for the review of the appropriate committee. 2) Report is given by the Committee.

## **5. CRITERIA**

If options are the things that get ranked in a priorities system, criteria are the things that tell one in what order options should be placed. Criteria express values about relative importance.

There are three types of criteria relevant to priorities among options:

- Strategic or Mission Related Criteria
- Need Criteria
- Opportunity Criteria

**STRATEGIC CRITERIA.** A priority system can be seen as a bridge between planning and resource allocation. Strategic planning defines where a Federation and/or a community want to go over the next three to five years. Strategic criteria are those criteria derived from a sense of where the Federation is going to be. Other things being equal, investments in programs, areas or population groups that implement or advance strategic goals are given higher priority.

**NEED-BASED CRITERIA.** These derive from an analysis of the relative extent or degree of need experienced by different population groups in relation to different functions or in different places. Other things being equal, one would tend to give priority to places and/or population groups:

- where the total needs are very large
- where the gap between the existing and needed services is the largest
- where the needs are very severe



1. **EXTENT OF NEED.** Size of target or "at risk" population. This includes measures of the total universe of need including "met" need i.e. persons who are currently being served but who might be adversely affected if services were reduced in quantity or quality. Examples of such measures include: the number of camping-age children; the estimated number of preschool children in Jewish families where both parents work or want to work out of the home, as a base for day care; the number of Jews from the former Soviet Union arriving for resettlement; the number of older persons over 80 years of age, as a base for long term care.
2. **GAPS OR UNMET NEEDS.** Size of the gap between those needing service and those receiving service. The larger the gap between what is needed and what is available, the more acute the unmet needs and, by extension, the more urgent the priority to provide more of that type of service. For example, number wanting camps minus number of slots available, or number on waiting lists, number who met eligibility requirements minus the number of slots available; number of older persons on waiting lists for geriatric center or home care programs under Jewish auspices; or number who express preference for long-term care under Jewish auspices minus available beds; length of time it takes to obtain service from provider under Jewish auspices.
3. **DEGREE OF SEVERITY OF NEED.** The consequences of not meeting a need varies from life and death (eg. nutritional needs of the poor, limited vocational training which may result in continuing unemployment) to inconvenience or discomfort (eg. a longer wait for counseling services or for access to sport facilities)

**OPPORTUNITY-BASED CRITERIA.** A program area or client group may be viewed as high priority because it is associated with some positive result flowing from that investment. The positive result might be associated with timing or the opportunity to leverage other resources. Specific examples of opportunity-based criteria are:

1. **PROBABLE BENEFIT.** The potential of a population group to benefit from a priority. For example, some analysts of Jewish identity-building believe that identity-building efforts should not be focused on those who are totally disaffiliated or not identified at all, but on the large majority of American Jews who are somewhat identified or marginally affiliated.
2. **NECESSITY FOR JEWISH SPONSORED SERVICE.** This includes programs that must of necessity be provided by the Jewish community eg. Jewish burial program.
3. **JEWISH AUSPICE BENEFICIAL.** The extent to which a program or service is enhanced by being provided under Jewish communal auspices eg. Beit T'Shuvah.
4. **ABSENCE OF GENERAL RESOURCES.** There are no other resources in the general community to meet that need eg. Diagnostic Shelter of Aviva Center.



PLANNING AND ALLOCATIONS COMMITTEE  
CRITERIA

REVISED MARCH 29, 1994

PLANNING CRITERIA

- ★ DEMONSTRATED NEED BY THE JEWISH COMMUNITY AND/OR BY JEWISH CLIENTS

DEFINITION

The program/service addresses an issue upon which there is current documentation of need within the Jewish community or by Jewish clients. Documentation of need can be qualitative examples or quantitative information provided by professionals, lay leaders, the community, or by clients.

- ★ ABILITY TO IMPACT THE NEED

DEFINITION

The program/service providers have demonstrable expertise, capability, capacity and recent history of activity and outcomes to address the specific issue and scope of need.

- ★ ABILITY TO RESPOND TO CHANGING CONDITIONS

DEFINITION

The program/service can adapt to shifts in demography, client needs, fiscal support, technical innovations, changing goals, or external circumstances.

- ★ MEETS JFC MISSION

DEFINITION

The program/service embraces, supports and furthers, by means of both its philosophical foundation and its implementation, the substance of the JFC mission.

- ★ IMPARTS JEWISH ETHICS, VALUES AND PURPOSE

DEFINITION

The program/service is based on Jewish religious and cultural traditions and/or contains Jewish content which leads Jewish individuals or groups to participate in Jewish religious, cultural, political or educational activities.

★ **NECESSITY OF JEWISH AUSPICES**

**DEFINITION**

There is consensus that the program/service by its particularistic or religious nature or by the population served would only be funded by a Jewish organization and is the responsibility of the Jewish community.

**ALLOCATION CRITERIA**

★ **BENEFITS OF SERVICE IN RELATION TO COST TO JFC**

**DEFINITION**

Specifically defined tangible and intangible benefits of the program/service as measured against the cost to JFC.

★ **ABILITY TO LEVERAGE JFC FUNDRAISING**

**DEFINITION**

The program/service enables the Federation to raise funds from individuals through the UJF/OPEX or through grant sources.

★ **NO OTHER SOURCE OF MAJOR FUNDING**

**DEFINITION**

The program/service does not have the capacity to access significant funding from non-Federation sources.

★ **ABILITY TO LEVERAGE THIRD PARTY FUNDING**

**DEFINITION**

The program/service enables the agency to raise funds from individuals or obtain grants from non-Federation sources.

## GEOGRAPHIC CRITERIA

### ★ SENSITIVITY OF REGIONAL VARIATIONS IN NEED

#### DEFINITION

The program/service is sensitive to unique needs in a particular region or geographic area and to regional variations in need.

### ★ AVAILABILITY OF SERVICE BY GEOGRAPHY

#### DEFINITION

The program/service is accessible or available, where appropriate, to clients within the regions.

For each criteria, please circle the level of importance it has had in making allocation decisions.

	Extremely Important	Very Important	Somewhat Important	Less Important	Un- important	Very Unimportant	
	1	2	3	4	5	6	7
Demonstrated Need in the General Community	1	2	3	4	5	6	7
Demonstrated Need By Jewish Clients	1	2	3	4	5	6	7
Demonstrated Need in the Jewish Community	1	2	3	4	5	6	7
Ability to impact the Need	1	2	3	4	5	6	7
Meets JFC Mission	1	2	3	4	5	6	7
Benefit of Service in Relation to Cost to JFC	1	2	3	4	5	6	7
Implements Jewish Ethics, Values and Purpose	1	2	3	4	5	6	7
Necessity of Jewish Auspices	1	2	3	4	5	6	7
No Other Source of Major Funding	1	2	3	4	5	6	7
Availability of Service By Geography	1	2	3	4	5	6	7
Ability to Respond to Changing Conditions	1	2	3	4	5	6	7
Sensitivity to Regional Variations in Need	1	2	3	4	5	6	7
Encourages Cooperation Between Agencies	1	2	3	4	5	6	7
Ability to Leverage 3rd Party Funding	1	2	3	4	5	6	7
Ability to Leverage JFC Fundraising	1	2	3	4	5	6	7
	1	2	3	4	5	6	7
	1	2	3	4	5	6	7
	1	2	3	4	5	6	7
	1	2	3	4	5	6	7

General Comments \_\_\_\_\_

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5. **IMMEDIACY.** Sometimes an option is higher priority today than it will be later or was previously. Sometimes an investment now prevents or deters significant communal problems from occurring or becoming exacerbated in the future. This criterion suggests that, other things being equal, preventive functions should take priority over remedial ones. For example, an area may be facing an accelerated growth in Jewish population. Land-banking may be a high-priority today and too expensive to be considered in five years time.
6. **SPECIAL OPPORTUNITY.** - The chance arises for the agency to participate in a collaborative effort with one or other agencies, or to secure a specifically targeted grant or unexpected endowment.
7. **FUNDRAISING POTENTIAL.** - This includes programs that carry with them the potential for increased fundraising by the agency.
8. **AGENCY CAPACITY.** - The ability of the agency to fund programs through their own resources.
9. **LEVERAGE.** - The potential for a program requiring some community dollars to generate larger amounts of money from outside funding sources.

**WHY?** To enable choices to be made among multiple options.

**HOW?** Through discussions held at the P & A Committee.

**WHO?** The development of criteria should be done under the direction of the Planning & Allocations Committee.

**WHEN?** November 1993 - January 1994.

#### **ACTION STEPS**

- 1) Analyze the three sources of criteria: Mission, Community Concerns and Need/Opportunity Analyses and develop a list of criteria
- 2) Select indices (or measurement tools) for each criterion.
- 3) Refine and simplify the list of criteria

## 6. PRIORITIES

The final element in the priorities system process is the use of criteria to establish priorities among options. Priorities are seen as judgements about relative importance that inform the budget process. Priority also means the relative position of one possible use of Federation resources in the communal service delivery system compared with other possible uses of those resources within some fixed time period eg. two to three years.

### **HUMAN JUDGEMENT IS CENTRAL TO FORMAL PRIORITY SETTING.**

Judgements about priorities are ultimately value judgements and cannot be made scientifically. A good system informs and supports human judgement but does not try to supplant it. The purpose of systematic priority-setting is to support decision-making by packaging information to help lay decision-makers to make better judgements about priorities.

### **PRIORITY SYSTEMS NEED TO REFLECT A MULTI-CONSTITUENCY REALITY**

Setting priorities is the hardest thing that any community can do. There are as many definitions of what is important as there are constituencies in the Jewish communities and individual leaders representing those constituencies. A particular need may, therefore, be very important to one group and unimportant to another.

- The challenge is to design a system that integrates and balances varying values and perspectives on need, rather than a system that requires consensus on needs.
- Approaches that require one to define the community objectives are not as good as systems that allow one to include different objectives that may be in conflict. eg. human services and Jewish continuity both of which have to be cared for, and can be addressed by prioritizing services within both categories.

### **GOOD PRIORITY SYSTEMS BALANCE BREADTH OF INPUT AND SPECIFICITY OF DECISION-MAKING RESPONSIBILITY.**

In some communities an effort has been made to elicit input about needs and priorities from a broad range of community constituents and stakeholders in the Federation system. In others the decision has been made by a few top leaders.

- A good system includes substantial input regarding community concerns, but recognizes that, eventually, a relatively small number of decision-makers will have to weigh the available evidence and make the basic decisions about priorities.
- It is crucial that Federation agencies be fully involved in the this process if the effort is to be meaningful. Early in the process, agencies need to be involved in the collective process of identifying and understanding needs; at the end of the process each agency needs to sit

with Federation to jointly come to an understanding of the nature of the Jewish stakes in each agency. They need to agree as to what the Jewish communal stakes are (and are not) in a particular agency.

#### **USING CRITERIA TO ESTABLISH PRIORITIES AMONG OPTIONS**

The core of this step is the analysis of the relationship between each option and each criterion. This will require the assembly and analysis of a variety of quantitative and qualitative information. What is the relationship between day camp and Jewish continuity? What is the current gap in home care services to older Jewish persons? The analysis should identify the current gap in home care for the Jewish elderly.

After all the available relevant information is assembled, discussed and refined, all the options need to be evaluated and ranked on each criterion. Thus, for example, each option needs to be assigned a rank of high, medium or low with regard to strategic criteria (eg. probable impact on Jewish continuity), with regard to need-based criteria (eg. the importance of Jewish sponsorship to the content of service).

Priorities do not translate automatically to dollars. Priorities indicate which option should get more or fewer resources; allocations require a decision about how much more or less.

**WHY?** To set priorities to ensure the best possible use of Federation resources.

#### **ACTION STEPS**

- 1) Once priorities are established they go to the Federation Executive Committee and JFC Board of Directors.

## **7. USING PRIORITIES**

**HOW?** After substantial input from the community, agency representatives and the people selected by the P&A Committee Chair will formulate priorities.

**WHO?** The Planning & Allocations Committee will make the final determination about priorities.

**WHEN?** January 1994 - March 1994.

Once priorities have been set, the focus shifts to preparing to use priority judgments in decision-making.

The priorities system needs to be used for allocations, to assist decision-makers in making the choices about which programs or services need to be cut (in times of fiscal stress) or to restore or add (when additional resources become available).

In addition to using priorities for planning and allocation, they can be used.

1. To guide resource development
2. For non-fiscal assistance. For example, among high priority programs and services there are some that represent the best opportunities for targeted fundraising through endowment programs as well as for potential grant funding.
3. To determine when services that are high-priority, but are not necessarily efficiently run, might be better served by management assistance than by additional dollars.
4. To ascertain when services that are high-priority and highly dependant on public dollars might be better served by advocating for governmental assistance rather than by additional Federation dollars.

**WHY?** To decide how best to use priorities under a particular set of circumstances.

**HOW?** In making allocations to agencies and in planning for the community.

**WHO?** The Planning & Allocations Committee and the JFC Executive Committee and Board of Directors.

**WHEN?** March - May 1994.

#### **ACTION STEPS**

- 1) Set Priorities 2) Apply Priorities



**U**ltimately priorities will be used in decision making for the allocation of funds. Multiple models are already available for allocating funds. Our current system provides for allocating across-the-board. If we are to use a priority system, that allocation model will no longer be applicable. The distribution system that we devise must not only allow for increased allocations but also reductions in allocations and should be capable of being used independently of an increasing, decreasing or flat campaign.

**WHY?** To develop a new allocation system that does not follow the across-the-board model and that allows for priorities to impact allocation decisions.

**HOW?** Through P & A/JFC Allocation process.

**WHO?** The Planning & Allocations Committee and the JFC Executive Committee and Board of Directors.

**WHEN?** From April 1994 onwards.

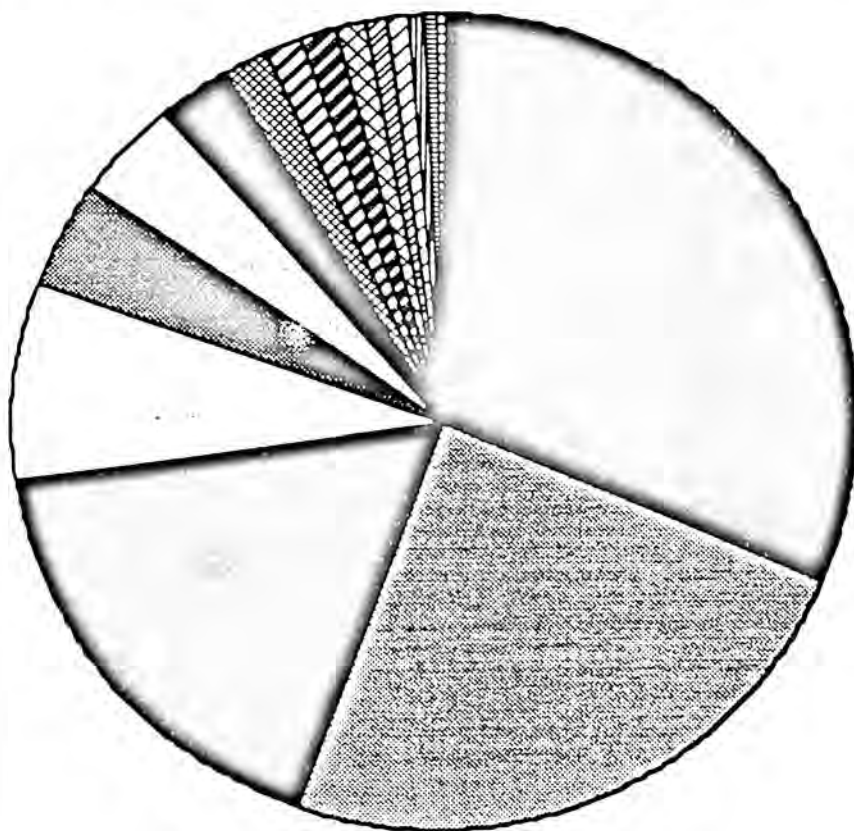
## **ACTION STEPS**

1) Develop new allocation system 2) Apply the new system

## 1993-94 Allocation to Agencies

Jewish Community Centers	\$3,204,310	31.53%
Bureau of Jewish Education	\$2,447,825	24.08%
Jewish Family Service/LA	\$1,751,627	17.23%
L.A. Hillel Council	\$778,301	7.66%
Jewish Vocational Service	\$422,595	4.16%
Jewish Big Brothers	\$399,942	3.93%
Cedars Sinai Medical Center	\$275,895	2.71%
Jewish Community Library	\$165,196	1.63%
Board of Rabbis	\$162,771	1.60%
Bet Tzedek	\$120,462	1.19%
Vista Del Mar	\$113,764	1.12%
Jewish Family Service/SM	\$105,440	1.04%
Jewish Free Loan	\$73,934	0.73%
Chaverim	\$54,604	0.54%
Gateways Hospital	\$53,352	0.52%
Aviva Center	\$22,665	0.22%
Julia Ann Singer	\$11,296	0.11%

## 1993-94 Allocation to Agencies

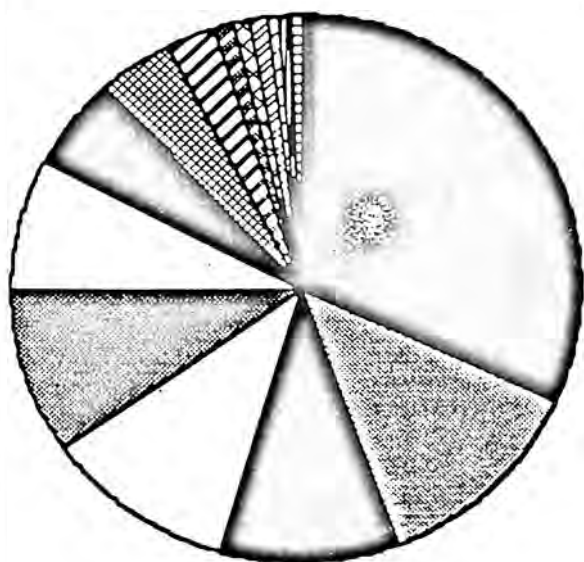


- Jewish Community Centers
- ▤ Bureau of Jewish Education
- Jewish Family Service/LA
- L.A. Hillel Council
- Jewish Vocational Service
- Jewish Big Brothers
- Cedars Sinai Medical Center
- ▨ Jewish Community Library
- ▧ Board of Rabbis
- ▩ Bet Tzedek
- ▥ Vista Del Mar
- ▦ Jewish Family Service/SM
- ▧ Jewish Free Loan
- ▨ Chaverim
- ▩ Gateways Hospital
- ▥ Aviva Center
- Julia Ann Singer

## 1993-94 Allocations To National and Overseas Agencies

Joint Budgeting Council	\$121,832	57.47%
Hebrew Immigrant Aid Society (HIAS)	\$47,157	22.24%
American Jewish Committee	\$39,832	18.79%
Anti-Defamation League	\$39,832	18.79%
Jewish Community Centers Association	\$36,800	17.36%
American Jewish Congress	\$29,442	13.89%
Jewish Labor Committee	\$20,782	9.80%
B'nai Brith Hillel Foundations	\$15,977	7.54%
Jewish Telegraphic Agency	\$10,202	4.81%
CAJE	\$4,157	1.96%
North American Jewish Students Appeal	\$3,724	1.76%
Jewish War Veterans	\$3,465	1.63%
Assoc. of Jewish Fam. & Chldrn's Agencies	\$2,512	1.18%
American Israel Cultural Foundation	\$1,950	0.92%
Synagogue Council of America	\$1,732	0.82%
Intl Assoc. of JVS	\$1,602	0.76%

### 1993-94 Allocations To N&O Agencies



- Joint Budgeting Council
- Hebrew Immigrant Aid Society (HIAS)
- American Jewish Committee
- Anti-Defamation League
- Jewish Community Centers Association
- American Jewish Congress
- Jewish Labor Committee
- ▨ B'nai Brith Hillel Foundations
- ▨ Jewish Telegraphic Agency
- ▨ CAJE
- ▨ North American Jewish Students Appeal
- ▨ Jewish War Veterans
- ▨ Assoc. of Jewish Fam. & Chldrn's Agencies
- ▨ American Israel Cultural Foundation
- ▨ Synagogue Council of America
- ▨ Intl Assoc. of JVS

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## PLANNING CRITERIA

[illegible]

**AGENCY:**

## ALLOCATIONS CRITERIA

[illegible]

## *SECTION EIGHT*

### *"THE ATLANTA MODEL"*

*The Atlanta Model has been incorporated into this project to provide the reader with an example of an allocation system currently in use. The documents contained within are the sole property of the Atlanta Jewish Federation.*

# I

## A NEW APPROACH TO PLANNING AND ALLOCATIONS

### *The Year 2000 Strategic Plan*

In 1988, the Atlanta Jewish Federation launched a strategic planning effort to guide Atlanta's Jewish community toward the Year 2000. The planning task -- involving hundreds of volunteers in dozens of meetings -- produced demographic studies, an environmental scan, and an in-depth analysis of the Federation's campaign and allocations process.

The Year 2000 planning process culminated in 1990 with a report outlining recommendations and an implementation plan covering the following areas: 1) expanded resource development; 2) comprehensive, coordinated local services; 3) greater Jewish community cohesion; 4) expanded local, national and international relations; and 5) a new model for community relations.

The Year 2000 Community Services Task Force Report specifically addressed the issues of local service coordination. This report forms the basis for the new planning and allocations methods described in this manual.

### *Local Planning and Allocations Innovations*

In May, 1990, upon recommendation of the Atlanta Jewish Federation's Year 2000 Committee, the Board of Trustees approved a new planning and allocations approach for local, national, and overseas needs.

This new approach incorporates several key concepts:

- 1) A vision of local educational and human service organizations not as discrete entities, but as partners in a larger Jewish community service system;
- 2) A new relationship between the Federation and its local beneficiary agencies based upon a written Memorandum of Understanding;
- 3) The use of "incentive funding" to encourage programming that the community considers to be of the highest priority;
- 4) The establishment of one committee to oversee all planning and allocations functions and to address local needs -- the Planning and Allocations Committee.

### *Israel, National and Overseas Planning and Allocations*

The Year 2000 Israel, National, and Overseas Task Force recommended the establishment of a second standing committee to consider national and overseas needs - the Israel, National and Overseas Committee. A summary of that committee's planning and allocations methods is shown in Appendix A.

### *The Purpose of This Manual*

This manual illustrates how the Atlanta community puts its new planning and allocations concepts into action. We hope that it will be a useful guide for the Atlanta Jewish community in understanding and using the system. It may also suggest alternatives for other Federations exploring ways to improve their planning and allocations methods.



## II THE UNDERLYING CONCEPTS

### *A Community Services System*

The Atlanta Jewish Federation views its locally funded agencies and institutions as components of an interactive service system, working together to benefit the Jewish community. The Federation coordinates this system at the policy level, while individual agencies coordinate with one another in the delivery of services.

#### COMMUNITY SERVICE SYSTEM

Atlanta Jewish Federation

#### TARGET GROUPS

Aged

Disabled

Children & Youth

Family & Singles

New Americans

#### SERVICES

Education

Social Welfare

Recreation

Newcomer Integration

How do independent organizations extend their missions to embrace a unified community services system? In Atlanta we believe that the answer lies in the extent to which the Federation and its locally funded agencies are inspired by a common vision to work together.

The Memorandum of Understanding (MOU) is the formal document which signals the willingness of local agencies and the Federation to enter into a relationship of mutual cooperation covering such areas as 1) the vision of Atlanta's Jewish community and its community service system; 2) the rights and responsibilities of Federation; 3) the rights and responsibilities of each agency; and 4) agreement about allocations schedules. The MOU defines the responsibilities of each party to one another and to the community. A sample MOU is shown in Appendix B.

The Federation's guidance at the policy level, combined with agency micro planning at the service delivery level, focuses the community services system on identifying emerging needs and on fostering creative collaboration between agencies.

### *Incentive Funding*

As a funder of the local community services system, the Atlanta Jewish Federation supports high quality programs which meet community needs. Because it rewards desirable programs with increased allocations, this approach is called incentive funding.

In contrast to the deficit and lump sum funding methods utilized by other Federations and community funding bodies throughout North America, the Atlanta Jewish Federation funds programs, not agencies.



## *Programs and Overhead*

In order for incentive funding to be effective, there must be a clear and shared concept of what a program is. For example, one agency might factor the costs of heating a building into a program budget, while another might count those costs as agency overhead. Or an agency might allocate a portion of its Executive Director's time to a program while another might not. In these cases the Federation would not be able to allocate funds fairly to programs across the community.

In order to resolve this issue, the Federation arrived at a very simple definition of a program, using budgeting terms: program revenue must be earned directly by the program (not the agency), and 100% of an expense would "disappear" if the program were eliminated. Any other expenses are considered agency overhead, and the Federation makes separate overhead allocations to enable agencies to open their doors.

In the examples cited above, both the heating cost and the Executive Director's salary are defined as overhead because they would remain as costs to the agency even if the specific program were eliminated. Appendix C contains the Federation's detailed budget criteria for defining programs and overhead.

## *Community Priorities*

As part of the Year 2000 planning process, the Federation developed four priorities to determine the relative value of programs in the community services system. These priorities play a large part in determining how much funding a program will receive. The Federation and its funded agencies may negotiate to phase out funding for lower priority programs, a process which frees up funds for higher priority programs.

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### TOP PRIORITIES

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Two priorities are considered so important that they are given equal weight:

- **Fostering Jewish Identity and Knowledge**  
Programs which foster Jewish identity strengthen the community by teaching Jewish values and heritage or by focusing on Israel. Atlanta's Jewish day schools fall within this priority, as does the Atlanta Jewish Community Center's Israel Program Center.
- **Serving Individuals and Families at Risk**  
Individuals and families at risk include those who are indigent, incapable of independent living, in crisis, or who need a high level of support in daily life. Services for the developmentally disabled are an example of programming within this priority.

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### SECOND LEVEL PRIORITY

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- **Supporting Individuals and Families**  
Programs which support individuals and families include those which prevent problems and maintain well-being. College Counseling is an example of this type of program.

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### THIRD LEVEL PRIORITY

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- Improving the Quality of Life  
Programs which promote cultural identification and cohesion bring Jews together for celebration and recreation. Examples include sports and recreational activities.

### *Rating Programs*

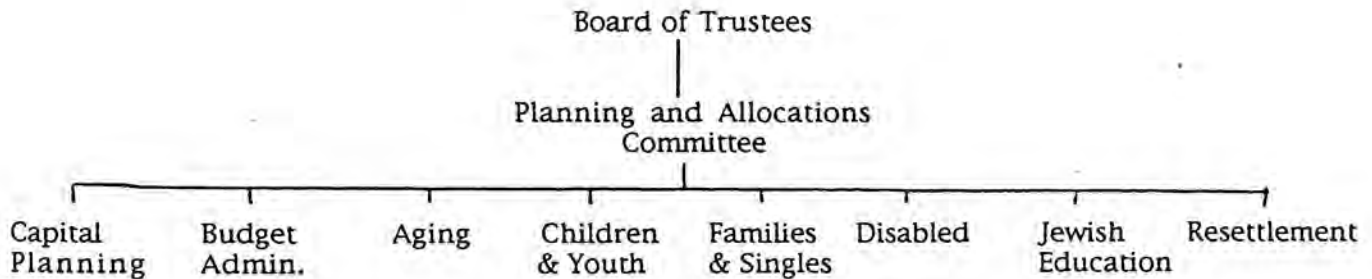
The Atlanta Jewish Federation's allocations are based on a numerical rating that is assigned by a subcommittee after reviewing a proposal and its budget. The rating is based on the quality of the program and the extent to which it meets the community priorities outlined above.

By using a rating system, the Federation strives for the highest possible degree of objectivity in its allocations.

### III

## WHO DOES THE WORK?

### The Planning and Allocations Structure



A standing committee of the Atlanta Jewish Federation, the Planning & Allocations Committee is responsible for:

- Studying and assessing the needs of the community;
- Initiating and encouraging research and study on possible improvement of services;
- Determining and recommending priorities for meeting community needs in expansion of existing services, or development of new ones;
- Reviewing allocation requests and making recommendations to the Federation Board;
- Applying program eligibility criteria to admit new and existing programs into the community services system; and
- Evaluating programs.

The Planning & Allocations Committee is composed of the chairpersons of its subcommittees and up to six at-large community leaders. The Chair is appointed by the Federation President. The members are selected by the Chair in consultation with the President.

Six Planning & Allocations Subcommittees focus on key target groups in the Jewish community and their needs:

Aging  
Children & Youth  
Families & Singles  
Disabled  
Jewish Education  
Resettlement

Each target group subcommittee is responsible for developing an annual workplan with goals that are consistent with the Year 2000 Community Services Report. Target group

subcommittees undertake whatever planning tasks are required to meet the needs of their target populations and present recommendations annually for allocating funds to programs.

The Budget Administration Subcommittee monitors the financial condition of each agency, reviews total agency budgets as part of the allocation process, and administers the process by which funds are allocated for agency overhead needs.

The Capital Planning Subcommittee maintains a database of all agency facilities, develops a plan for the physical location of services to be provided in the future, and evaluates the capital plans of agencies.

## IV

### HOW DOES A PROGRAM QUALIFY FOR FUNDING?

- |         |                                      |  |
|---------|--------------------------------------|--|
| Step 1: | Program Eligibility Criteria         | --Determine which programs will be considered for funding.         |
| Step 2: | Validation                           |  |
|         | <u>The Community Services System</u> |  |
| Step 3: | Annual Allocation or Grant           | --Reflects each agency's funding relationship with the Federation. |
| Step 4: | Program Overhead Categories          | --Defines each agency's mix of program and overhead funding.       |

#### *Getting Into the System*

In order to begin its new allocations process, the Community Services Task Force sorted through the many programs offered by the Jewish community to decide which ones would be considered for funding in the community services system.

This initial task required difficult choices at the policy level. For example, although the Federation advocates the availability of basic social, recreational, and educational services, we recognized that it is not always possible or desirable to offer all types of service to all who need or want them.

#### *Step 1: Program Eligibility Criteria*

After considering the issues described above, the Community Services Task Force adopted three criteria to determine whether a program would be eligible to receive funding:

1. Should the program be offered by Jewish communal agency or should clients be referred to an outside agency?

Before a program is offered by a Jewish communal agency, it should demonstrate that: a) the service requires a Jewish component or contributes to Jewish community cohesion or knowledge; b) the service is difficult to obtain or too expensive in the general community for certain Jews at risk; or c) the service does not duplicate the efforts of the general community, unless the Jewish agency provides a higher quality of service than what is available.

2. Does the program fit within one of the four community priorities defined by the Year 2000?

These priorities, which are outlined in an earlier section of this manual, were affirmed by the community during the Year 2000 planning process.

3. Does the program accommodate persons with varying abilities to pay?

A program must demonstrate that there is a mechanism which accommodates those with limited ability to pay. The program should allow for: a) fees assessed on a sliding fee scale; b) tuition assistance; or c) pro bono cases.

Following these criteria, the Planning & Allocations Committee decided upon the initial set of programs to be funded. In the future, all new programs must meet these criteria before being eligible for funding.

### *Step 2: Validation*

Any new program proposed for funding through the allocations process must also be validated by the appropriate target group subcommittee. Validation guidelines are shown in Appendix D.

Programs seeking start-up funds from the Federation's Unrestricted Endowment Fund must be validated in the same way. Once a new program has been validated, it is treated in the same manner as other programs in the allocations process.

### *Step 3: Allocation or Grant?*

The decision to provide an allocation or a grant is largely based on the Federation's historical relationship with each local agency.

Agencies receiving allocations have major responsibility and obligations within the planning process. These agencies are designated as Federation constituent agencies, and their presidents are appointed to the Federation's Board of Trustees. They are required to participate in activities of the community services system and to follow the Federation's policies regarding coordination of fund-raising appeals.

Agencies receiving a grant are not obligated to participate in the planning process (although they may choose to do so). They do not bear the same degree of responsibility as constituent agencies, and their presidents do not sit on the Federation Board. However, they must follow Federation fund-raising policies.

Local Jewish day schools must meet an additional set of criteria for being included in a formula which determines the distribution of funds for Jewish education (see the section of this manual entitled *How Do the Subcommittees Work?* for a further explanation of the Day School Formula).

The allocation/grant status of the Federation's locally funded agencies is presented below:

#### CONSTITUENT AGENCIES (RECEIVING ALLOCATIONS)

Jewish Family Services  
Jewish Vocational Service  
Atlanta Jewish Community Center  
(and B'nai B'rith Youth Organization)  
Jewish Home  
Jewish Educational Services  
Atlanta YAD (Young Adult Agency)

#### RECEIVING GRANTS

Jewish Educational Loan Fund  
Louis Kahn Group Home  
Georgia Hillel

#### DAY SCHOOL FORMULA

Hebrew Academy  
Epstein School  
Yeshiva High School  
Torah Day School \*

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\* Currently receiving a grant, but will be phased in to the formula as funds become available.



#### Step 4: Program/Overhead Categories

The Planning and Allocations Committee wrestled with various ways of viewing the activities of local agencies using the central concepts of "program" and "overhead."

Although the definitions were clear (program expenses would "disappear" if a program were eliminated and overhead expenses would remain), their application in the real world was not always so clear. For example, it may be difficult to distinguish overhead from program in a long term care facility, where the building and the program are inextricably linked.

The following set of categories strikes a balance between the system's need for uniformity and a recognition of the uniqueness of each agency. An agency's category determines the format of all future proposals to the Federation.

- I. Agencies offering discrete programs which can be defined independently of one another and for which separate budgets can be prepared.
- II. Agencies that will receive an allocation based upon the day school formula.
- III. Agencies considered to be an individual program with no need to distinguish between overhead and program costs.
- IV. Agencies that are not constituent agencies of the Federation and are treated as programs with no need to distinguish between overhead and program costs.

#### Program/Overhead Categories

I	II	III	IV
Jewish Family Services	Hebrew Academy	Jewish Home	Louis Kahn Group Home
Jewish Vocational Service	Torah Day School		Jew. Educational Loan Fund
Atlanta Jewish Community Center	Epstein School		Georgia Hillel
YAD - Young Adult Agency	Yeshiva High School		(nonconstituent agencies)
Discrete programs and budgets.	Treated as individual programs.	Treated as one individual program.	Treated as individual programs.
Separate allocations for overhead and individual programs.	Allocation by day school formula.  (Torah Day School to be phased-in to formula)	Allocation incorporates overhead & program costs.	Allocation incorporates overhead & programs costs.

## Program Ratings

Programs ratings translate community priorities into quantitative data which can be used to determine the amount of funding for each program.

The Planning and Allocations Committee has approved a uniform set of questions for each program in the community services system. These questions incorporate criteria recommended by the Year 2000 Community Services Task Force and measures of program of quality. Responses range along a continuum from 0 to 10. (The rating guide used in this process is shown in Appendix D.)

After reviewing program proposals and budget materials and meeting face-to-face with agency representatives, subcommittee members rate programs by assigning a numerical value in response to each question.

Following the rating session, Federation staff calculates the subcommittee's average score for each question. The total score is converted to a 100 point scale.

## The Allocation

Once ratings are completed, subcommittees meet one more time to convert the final scores into a recommended allocation for each program. In general, the higher the program rating, the greater the percentage increase.

Programs are usually guaranteed a range between 85% of their prior year's allocation and 100% of their current request. Factors which might affect this guarantee include:

- the outcome of the campaign
- the split between the Planning & Allocations Committee and the Israel, National & Overseas Committee
- any special unanticipated circumstances

Subcommittees are provided with a range of allocation choices within the following parameters:

### SUGGESTED ALLOCATION RANGES

<u>Final Score</u>	<u>Low % of Previous Allocation</u>	<u>High % of Request</u>
90-100	100%	100%
80-89	95%	95%
70-79	90%	90%
below 69	85%	85%

These ranges serve as guides for subcommittee discussion and decision making. Subcommittees are not obligated to "spend" all of the funds available for allocation to their target groups. If funds are left over after allocations decisions have been made, they may be returned to the "pot" for redistribution to other subcommittees.



## *APPENDICES*

## Appendix A

### ISRAEL, NATIONAL & OVERSEAS COMMITTEE

#### Israel, National & Overseas Committee Structure and Process

The Israel, National & Overseas Committee has three task forces whose responsibilities include reviewing the requests for funding from three sources: national agencies, the United Jewish Appeal (UJA) and overseas projects funded directly by the Federation.

The National Agencies Task Force reviews applications for special funding from national agencies providing a range of cultural, educational, religious and community relations services and programs.

The Caravan Project and Overseas Task Forces review and develop specific programs created to link our Atlanta Jewish communities with other communities overseas. These task forces also maintain close contact with the United Israel Appeal (the U.S. representative of the Jewish Agency for Israel) and the American Joint Distribution Committee, together the largest recipients of overseas funding from the Atlanta Jewish Federation.

An Israel, National & Overseas Executive Committee, consisting of the Chairs of the Committee, its two Task Forces and several members-at-large, recommends policy to the full Israel, National & Overseas Committee. The Executive Committee also engages in a review of past Committee performance and recommends to the full committee modifications in the planning and allocations processes.

The task forces develop recommendations on the levels required to fund:

1. The United Jewish Appeal;
2. The operation and development of programs funded directly by Federation in Israel and overseas;
3. The programs submitted by national agencies to be administered in Atlanta.

The Israel, National & Overseas Committee reviews proposals for specific components of its program and brings funding recommendations to the Federation's Board throughout the year as required.

Task force recommendations are reviewed in the spring by the full Israel, National & Overseas Committee. In April/May the Federation determines a split of campaign funds to be made available for allocation. Using these figures the Israel, National & Overseas Committee is able to make final recommendations to the Board of Trustees for approval.

## Appendix B

# MEMORANDUM OF UNDERSTANDING

### I. Introduction

The mission of the Atlanta Jewish Federation, Inc. ("Federation") is to promote the continuity of the Jewish people. This mission is accomplished, in part, through the leadership Federation provides to the local Jewish communal service system, comprised of independent, autonomous agencies which are the beneficiaries of the Federation's annual campaign. These agencies provide those services to the Jewish community which increase Jewish identity of knowledge, support individuals and families, and enhance the quality of life.

Being at the center of this communal service system, Federation provides a forum for a wide range of Jewish organizations to discuss issues of importance to the local Jewish continuity and to make policy decisions which support Federation's mission. Federation's centrality is also defined by the scope of its constituency, the primacy of its campaign, and its involvement in national and international issues.

Each organization in the communal service system has specific rights and responsibilities. The principal purpose of the Memorandum of Understanding is to set forth the mutual rights and responsibilities of NAME OF AGENCY and the Federation. It will also present the community vision ascribed to by the communal service system, define the service system of which the agencies are a part, and establish the basis for NAME OF AGENCY'S annual allocation.

### II. Community Vision

While the near term goal of the communal service system is to meet local Jewish needs, the vision of the community for the future is much broader. Atlanta's Jewish community will be a leading center of Jewish in North America, contributing to the continuity of the Jewish people at home, in Israel, and worldwide. It will also be an active member of the general community. Affiliation with Federation, synagogues, and other Jewish organizations will be among the highest in the country, and services will be offered throughout the metropolitan area. These services will form the foundation on which the community is built.

### III. Communal Service System

Communal service support Jewish life, strengthen Jewish identity and cohesion and contribute to the social welfare of the broader community. These services, together with organizations that provide them, comprise a system whose unifying purpose is to meet the needs of the community. Together the organizations offer a continuum of high quality assistance achieved through joint planning and cooperation. The communal services system encompasses social welfare services; educational programs for children, youth and adults; and those activities which bring elements of the Jewish community together for the common purpose of building and strengthening the community.

### IV. Federation Rights and Responsibilities

Federation is responsible to its donors for monitoring the communal service system and ensuring the responsible use of community resources, and for

- A. Conducting an annual fund raising campaign to support social welfare, recreational, and educational programs in Atlanta, in Israel, and in Jewish communities around the world.
- B. Establishing community policy on behalf of its communal service system, with the active involvement of the beneficiary agencies.
- C. Allocating the funds raised in the annual campaign among its various local, national, and overseas beneficiaries.

- D. Planning on a community-wide basis, including (1) the identification of service needs, (2) the development of programmatic options to meet those needs, (3) the determination of service priorities, (4) the collection and analysis of data that may be required for itself and for its beneficiary agencies, (5) the search for third party sources of support for essential community services on behalf of the beneficiary agencies and the preparation of proposals for funding, (6) the validation of all programs for which an agency seeks Federation funds, and (7) the regular evaluation of beneficiary agencies and their programs, with the active involvement of its beneficiary agencies.
- E. Determining the lead agency to assume responsibility for specific programs to be supported by communal funds, in collaboration with beneficiary agencies.
- F. Identifying and training future lay leaders for the community.
- G. Providing endowment funds for such needs as (1) emergencies, (2) pilot projects, (3) research, and (4) capital projects.
- H. Offering a community relations program.
- I. Making central services available to those local beneficiary agencies which wish to utilize them.
- J. Developing and administering a multiple appeals policy.

#### V. Agency Rights and Responsibilities

NAME OF AGENCY is an autonomous organization, and a participating member of the communal services system. It is responsible to its governing body which makes policy and administrative decisions on its behalf, for planning and executing programs which meet the needs of its defined constituents within its unique mission and within the communal services system, and in accordance with community priorities. It is also responsible for (1) assuring that all lay leaders and staff participate in the annual campaign as donors and, to the extent possible, as volunteers, (2) coordinating and cooperating with the community planning, allocations and prioritization process, including the provision of such information that may be requested periodically, (3) cooperating with an evaluation of itself once every three years, and (4) adhering to the multiple appeals policies.

Further, NAME OF AGENCY has the right

- A. To expect that a reasonable and agreed upon amount of its annual operating expenses will be supported through an annual allocation from the Federation.
- B. To raise funds from the local Jewish community in support of its programs in keeping with Federation's multiple appeals policy
- C. To participate in a process which defines its role in the communal service system and the programs to be offered through the system.
- D. To seek support for its programs from third parties outside the Jewish community in keeping with the Jewish community's policies and priorities.
- E. To request funding from the Federation for any and all programs, to receive a fair and impartial hearing from the appropriate committee, and to learn promptly of its acceptance or denial.
- F. To seek assistance from Federation, within agreed upon terms, for social research and grantsmanship services, and to participate, if desired, in central services provided by Federation.

## VI. Abrogation of Agreement

The relationship between NAME OF AGENCY and Federation will continue under the terms of this Memorandum of Understanding unless and until it is terminated by either party by written notification or by choosing not to fulfill its responsibilities enumerated above.

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## VII. Allocation Schedule

On or before July 1 of each year, Federation will determine an allocation for NAME OF AGENCY in consideration of the dollars raised in the campaign for that year and established communal priorities.

- A. The allocation will be a specific amount of money from the annual campaign to provide for NAME OF AGENCY a negotiated level of overhead expenses plus costs associated with programs to be agreed upon between Federation and NAME OF AGENCY.
- B. Federation will pay to NAME OF AGENCY such money allocated according to a schedule which is a function of the size of the annual campaign and cash flow projections.

Specific program objectives and benchmarks for evaluation will be included.

## VII. Allocation Schedule

On or before July 1 of each year, Federation will determine an allocation for NAME OF DAY SCHOOL in consideration of the dollars raised in the campaign for that year and established communal priorities.

- A. The allocation will be a specific amount of money from the annual campaign based upon a phased-in formula to be agreed upon between Federation and NAME OF DAY SCHOOL.
- B. Federation will pay to NAME OF DAY SCHOOL such money allocated according to a schedule which is a function of the size of the annual campaign and cash flow projections.

Specific program objectives and benchmarks for evaluation will be included.

Atlanta Jewish Federation, Inc.

NAME OF AGENCY

BY: \_\_\_\_\_  
President

BY: \_\_\_\_\_  
President

\_\_\_\_\_  
Date

\_\_\_\_\_  
Date

14 Nov 1989  
Revised 1 Oct 1990



## Appendix C

### Budget Criteria for Programs and Overhead

Program budgets should be constructed to show the incremental cost to the agency of offering the program. If the program is eliminated, all program expenses will also be eliminated.

Expense allocations should be made as follows:

1. Executive Director salary and benefits are overhead expenses.
2. If part of an expense is attributable to a single program, and part is overhead, the total amount is included in overhead.
3. Any expense which can be documented as a single program expense, with no overhead component, is included as a program.
4. Any direct program expense which is attributable to more than one program, but has no overhead component, is included in the multiple program expense column.
5. The expense of a sub-executive staff person who is dedicated to a single program is included in the program expense column.
6. The expense of a sub-executive staff person who spends time on more than one program is included in the multiple program expense column.
7. Program supplies, assistance to individuals, food, and local transportation are included in the program expense column.
8. Utilities, rent, building maintenance/repairs, capital expenditures, interest, insurance and taxes, recruitment of personnel, professional fees, audit and legal fees, postage, telephone, stationary and office supplies, office equipment, printing dues and subscriptions, and advertising are overhead expenses unless it can be documented that they are fully direct program expenses.

Revenue allocations should be made as follows:

1. Fees for services should be allocated to the appropriate program.
2. Membership dues should be allocated to overhead or a program that is not funded by Federation.
3. Government and third party funding should be allocated to the appropriate program.
4. United Way funding should be allocated to the appropriate United Way program.
5. Restricted gift contributions should be allocated to the appropriate program, and unrestricted gifts should be allocated to overhead; contributions earmarked for scholarships should be allocated to the appropriate program.
6. Rental income should be allocated to overhead; rental income for a specific location should be allocated to a specific program.
7. Interest income should be allocated to overhead.
8. Foundation income should be allocated to the appropriate program.

9. Revenue from special events should be allocated to program if program-related, otherwise it should go to overhead.
10. Any miscellaneous income should be allocated to appropriate programs or to overhead.

## Appendix D

### VALIDATION GUIDELINES

Requests of the Atlanta Jewish Federation for new or expanded programs, or for project grants from either Federation or external sources, which originate from organizations within or outside of the local Jewish communal services system, must be reviewed by the appropriate Federation committee(s) in a two step process. In the first step, entitled "validation," the programmatic content of the request is examined. If support is requested, the second step involves making a funding recommendation to the Board of Trustees.

If a funding request of \$5,000 or more to Federation is presented for a new or expanded program, a written proposal must be submitted which includes the following information:

1. A goal statement
2. Documentation of need
3. Characteristics of the target population
4. Measurable objectives
5. Required staffing
6. Program rationale, if a duplication of another program
7. Basis for program evaluation
8. Projected program changes over five years
9. Agency's ability to address defined need
10. Budget
11. Plans for future funding

The proposal is required whether funding is sought from the annual campaign or from the Endowment Fund. All grant proposals to external sources should also be submitted to Federation for review and comment and may be in the format required by the funding source.

The format of requests for less than \$5,000 should be discussed with Federation's Planning Director.

Proposals should be submitted to Federation's Planning Director who will decide, in consultation with the Endowment Director when appropriate, which Federation committee will consider validation. Most requests will be considered by a subcommittee of the Planning & Allocation Committee, although validation may also be considered by the Community Relations Committee or the Israel, National & Overseas Committee, depending upon the nature of the program or project.

Different criteria may be applied by the committee in deciding whether to validate proposals for (1) annual campaign support, (2) Endowment Fund support, or (3) external support. In reaching a decision, the committee will always evaluate the completeness and accuracy of the written proposal, including the budget.

#### Planning & Allocations Request

The Planning & Allocations Committee makes recommendations about funding from the annual campaign and from the Emergency Reserve. Policies which govern the latter are appended to these guidelines. Requests are considered for new and expanded program funding as well as for emergencies. The validation committee considers eight criteria in reaching a decision:

1. Documentation of need
2. Ability of the program to address the need
3. Appropriateness of the submitting agency to offer the program
4. Clearly defined objectives
5. Feasibility of future funding
6. Acceptable evaluation plan
7. Realistic budget
8. Relative importance of the program within the community priorities identified by the Year 2000 Committee.



### Endowment Fund Request

The Endowment Fund includes a number of sources of potential support for programs and projects including the unrestricted fund which is available to make grants for seed money to test new and innovative programs, one time projects, emergencies, capital efforts, and research. In addition, at the discretion of Federation's Executive Director or Endowment Fund Director, requests may be channeled to philanthropic or special interest funds or to a supporting foundation.

The validation committee considers the first seven criteria listed above plus the relative importance of the program or project within the broader Federation priorities identified by the Year 2000 Committee including, but not limited to the community's interest in relationships with the general community of Atlanta, overseas Jewry, and national organizations.

### External Request

Agencies within the local Jewish communal services system may wish to seek funding from corporations, foundations, and governments to support their programs and projects. In order to maximize the effectiveness of these requests, all proposals for external support should be submitted to Federation's director of program development who, in consultation with the chair of Planning & Allocations, will determine whether a validation process should be considered. In most cases, proposal submissions and staff reviews will be limited to coordinating purposes, but an analysis will determine whether the proposal could have a negative impact on existing or proposed programs or other proposals.

### Validation Committee Recommendations

Decisions of validation and funding for requests of the Planning & Allocations Committee are made by the appropriate P & A subcommittee, and reports are sent to the Board of Trustees. When a P & A subcommittee, the Community Relations Committee, or Israel, National & Overseas Committee consider validation of requests of the Endowment Fund, a written review of the proposal is sent to the chair of the Distribution Committee or, if the request is to be channeled to a special fund, the written report is sent to the Endowment Director. If the validation committee denies validation, but the distribution Committee recommends a grant, the respective chairs and staff must meet to reconcile the conflicting recommendations before a final recommendation can be considered by the Board of Trustees. Philanthropic funds and supporting formulations are not bound by the recommendations of the Validation Committee.

### Timing

Requests of the Planning & Allocations Committee must be made by January 31 of each year with the exception of requests of the Emergency Reserve which may be submitted at any time.

Requests for unrestricted endowment funds must be received by these deadlines: January 15, April 15, July 15, October 15. Requests channeled to special funds and for external support may be submitted at any time.

### Appeals

Agencies may appeal a denial of validation by writing to the chair of the appropriate standing committee who will convene a meeting of that committee's executive committee to discuss the appeal.

## Appendix E

### GUIDELINES FOR PROGRAM RATING 1994 - 95

#### I. PROGRAM PROPOSAL

##### A. Program Narrative (5)

Please rate the overall quality of the program, as reflected in the written proposal.

###### *Information from Service Providers*

- 1) Statement of program goals.
- 2) Summary of services, including the frequency of activities and the volume of clients. (For example, "The program held five special events, each attended by 50 people.")
- 3) Information about program changes, including new activities that took place in the past fiscal year.
- 4) An unduplicated count of the number of clients served by the program in the last fiscal year.
- 5) Budget with narrative explaining assumptions and variances from previous year (to be provided on Federation Budget forms.)

0    1    2    3    4    5    6    7    8    9    10

##### B. Program Evaluation (5)

Please rate both the design and impact of the program evaluation component.

###### *Information from Service Providers*

- 1) Measurable objectives that were set for the previous year and the extent to which they were met.
- 2) Measurable objectives for the coming fiscal year.
- 3) Last year's evaluation plan and the results of evaluation.
- 4) Evaluation plan for the coming fiscal year.

0    1    2    3    4    5    6    7    8    9    10

## II. YEAR 2000 COMMUNITY PRIORITIES

Please rate the program for each of the Year 2000 community priorities listed below.

### A. Fostering Jewish Identity & Knowledge (9)

Highly rated programs teach about the history and culture of Israel; bring people to Israel; or provide formal or informal instruction in Jewish values and traditions.

#### *Questions for Service Providers*

- 1) How does the program teach about the history or culture of Israel?
- 2) How does the program provide formal or informal instruction in Jewish values and traditions?

0    1    2    3    4    5    6    7    8    9    10

### B. Serving Individuals & Families at Risk (9)

To be consistent with Jewish values, emphasis must be given to services which assist persons incapable of independent living or who need a high level of support to live independently, which assist indigent persons, and which assist families and individuals in crisis to restore well-being.

#### *Questions for Service Providers*

- 1) Who is the target population and in what way are they at risk, as defined above?
- 2) How does the program assist families and individuals in crisis to restore well-being?

0    1    2    3    4    5    6    7    8    9    10

### C. Supporting Individuals and Families (5)

To ensure Jewish survival, emphasis must be given to services that assist families and individuals to avert problems and maintain well-being. An example of this type of program is drug abuse prevention.

#### *Questions for Service Providers*

- 1) How does the program assist families and individuals to avert problems and maintain well-being?

0    1    2    3    4    5    6    7    8    9    10

D. Improving the Quality of Life

(3)

To promote cultural identification and community cohesion, emphasis must be given to programs and services that regularly bring Jews together for celebration and recreation. Such activities reinforce a sense of community and engender goodwill.

*Questions for Service Providers*

- 1) How does the program promote cultural identification and community cohesion?

0 1 2 3 4 5 6 7 8 9 10

III. PROGRAM EXPANSION NARRATIVE

(3)

Requests for program expansions should be submitted for all programs that will exceed last year's level of service delivery, or that represent a budget expansion of 10% or greater.

Please rate the overall quality of the Program Expansion Narrative.

*Questions for Service Providers*

- 1) How will additional funds be used?  
2) How many additional clients will be served as a result of the expansion?  
3) What additional program activities will take place as a result of the program expansion?

0 1 2 3 4 5 6 7 8 9 10

## *CONCLUSION*

## Conclusion

Being that this paper is in fact a project and not a research paper or thesis looking to prove some hypothesis I will make no sweeping conclusions. Instead, I will point out a few points to look carefully at and mention some reminders.

First, when looking at an agency remember that the sum of its parts does not equal the whole. Otherwise stated, programs and administration are not easily divided. Within some agencies, dissolving even a small portion of administration could collapse a program. While it is important to look at the programs, as is the trend in planning today, it is also important to see to the physical integrity of the entire agency.

Priority setting deals with making tough decisions. In times when dollars are plentiful the process is easy. Take dollars away and the process changes swiftly. If the proper steps are taken, whether in good time or bad the process should be consistent.<sup>18</sup> Just because there may be extra dollars doesn't give license to modify and lower agreed upon criteria.

Allow the system to be open and fluid. In large city management it is common for departments to merge, collaborate and trade resources. Collaboration among agencies should be encouraged in this same way. Along the same lines we should encourage innovation and technological advancement and offer incentives to agencies and programs to implement and update productivity measures.

Finally, we need to constantly evaluate, evaluate and re-evaluate programs, agencies, priorities, criteria and systems to make sure the process meets the needs of the community.

## FOOTNOTES

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- 6 Laufer. A., "Assessment Tools for Practitioners, Managers, and Trainers (Beverly Hills, California.: Sage Publications, 1982)
- 7 Jack Ukeles, of Ukeles and Associates.; Notes taken while observing consultation.
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