[ms-0398.002.005.001]

A REPORT TO THE COMMUNITY

BY

THE STUDY COMMITTEE ON FUND RAISING

Prepared by:

John K. Ruffner
Connie S. Florio

March 25, 1974

TABLE OF CONTENTS

		Page
A FEW WORDS OF APPRECIATION		i
SUMMARY OF RECOMMENDATIONS		ii
I	INTRODUCTION	1
II	STATEMENT OF PURPOSE	1
	A - Nature of the Problem	1
	B - Efficiency and Effectiveness	3
	C - The Problem in San Diego	4
	D - Timing and Financial Support	8
III	ORGANIZATION AND RESEARCH DESIGN	9
	A - Study Committee Organization	9
	1 - Committee Membership	9
	2 - Issues to be Studied	11
	B - Research Design	12
IV	FINDINGS AND RECOMMENDATIONS	12
	A - Task Force I	12
	1 - Method	13
	2 - Limitations	15
	3 - Findings	15
	4 - Recommendations	20
	B - Task Force II	21
	1 - Method	21
	2 - Limitations	23
	3 - Findings	23
	4 - Recommendations	24

Page

C - Task Force III 25

1 - Method 25

2 - Limitations 26

3 - Findings 27

4 - Recommendations 30

V IMPLEMENTATION 33

VI APPENDICES

A . . . Contributors

B . . . Krulak Letter

C . . . Committee Members

D . . . Organizational Chart

E . . . Los Angeles Story

F . . . City, County and United Way Participants

G . . . Fund Raising Organizations Interviewed by Task Force I

H . . . Task Force I Questionnaire

I . . . "Reader's Digest" Article (February 1974) Charities: Which Ones Are Worth Giving To?

J . . . Local Solicitation Problems

K . . . Resource Individuals

L . . . Media Participants

M . . . Employee Charitable Associations Interviewed by Task Force III

N . . . Task Force III Questionnaire

A FEW WORDS OF APPRECIATION

With the publication of this report, an important study which involved over eighty men and women for over six months moves into its final stages. The recommendations which are set forth will, we hope, play a significant role in establishing patterns for the private voluntary sector in the critical months and years just ahead.

A project of this nature and scope would be impossible without the support and interest of a large number of people. Specifically, I want to thank the sixteen organizations whose financial assistance made this study possible. Their names are listed in Appendix "A." In addition, seventy-two volunteers served on the committee, giving their time and talents to reach the conclusions we have set forth. And finally, a thanks to the students from the California School of Professional Psychology.

To all these men and women, our community owes it appreciation. Also, a personal thanks from the chairman and staff director.

James F. Mulvaney
Chairman

John K. Ruffner
Staff Director

SUMMARY OF RECOMMENDATIONS

A summary of task force recommendations are presented below. A more detailed breakdown of these recommendations is made in this report under the sections of the Task Force Study Process.

1. A creation of a county-wide ordinance to regulate fund solicitations. This program should include an annual report to the community and provisions for educational services to fund raisers and citizens.

2. The private voluntary sector needs to develop a stronger linkage with government in order to influence public policies and decisions that affect its interests in the human care field. The United Way of San Diego County should take a more aggressive leadership role in pulling together other voluntary groups to accomplish this goal.

3. A council representing employee charitable associations (contrib clubs) should be revived and reorganized to include as many associations as possible. The council should develop basic standards for administration, fund raising and policies to cooperate with a community priority system.

4. A further study of fund raising and allocating procedure utilized in the County of San Diego. The study should include investigation into how funds are used; donor motivation for giving; improved fund raising techniques; duplication of services; and how funds are made available to the community.

A REPORT TO THE COMMUNITY

I INTRODUCTION

This study and analysis of voluntary fund procurement[1] in San Diego County was commissioned by business firms and employee charitable associatons. The study was an outgrowth of a meeting of community leaders called by General Victor Krulak, USMC Ret., Vice President, Copley Press, Inc., to discuss the relationship of the United Way and CHAD. As a result of discussions on the fund raising picture in this community, General Krulak wrote Mr. James F. Mulvaney, asking that he undertake this study project (see Appendix "B").

The project was conducted by the Study Committee on Fund Raising from August 1973 until February 1974. The committee was composed of representatives from the corporate community, local government and at-large community groups.[2]

II STATEMENT OF PURPOSE

A. Nature of the Problem:

The Private Sector - The specific focus of this study is on private voluntary organizations that conduct fund raising in San Diego County for human care services. The study is directly

---

1 Procurement is used to connote traditional fund raising as well as developing new sources of funds for the community (i.e., foundations, grants, revenue sharing, etc.).

2 Community groups such as Urban League, Community Congress, etc. A more detailed discussion of membership is in Chapter III.

concerned with the efficiency and effectiveness of fund raising and allocations. Throughout this report these organizations will be referred to collectively as the "private sector." Further, a functional definition for the private sector is "those institutions, agencies and persons who provide the voluntary health and social welfare services network."[3] In this community, the private sector is composed of organizations as large as United Way and as small as Alvarado Pop Warner.

With the steady increase in the size of the public or governmental sector, the question, "Why do we have a private sector at all?" is asked with increasing frequency. The philosophical foundation of the private sector provides a value system emphasizing citizen involvement.

The unique characteristics of the voluntary association reinforces our democratic process. These processes are outlined by Alan Pifer. He said:

> "They (voluntary associations) distribute power widely in the society and permit the individual a share in it. They enable the ordinary citizen to understand better the processes of democracy by providing him a means to participate in it in ways directly meaningful to himself. They provide a mechanism for the continual promotion of social change."[4]

This is not to say that the community has achieved the best integration of all these values. However, the private sector does provide a vehicle for the achivement of such a value system.

---

3 Cass, Higgins Rosemary, speech, New Social Demands on the Private Sector, pg. 4.

4 Pifer, Alan, 1967, Annual Report to the Carnegie Corporation

The amount of dollars raised by the private sector is approximately ten percent of the total amount utilized for human care services. The major significant role of the private sector is involving citizens in decision-making processes and building increased awareness to community problems. In an era of increased urbanization, community involvement and awareness has become compartmentized to the degree that citizens feel they have only minimum impact on decision-makers, thus they feel hopeless to effect change. The private sector provides the opportunity for active social participation of citizens in the decisions affecting their lives. One theory holds that the health and viability of this country is in part dependent on the voluntary associations' ability to provide needed citizen input.

Another important aspect of the private sector is that it is subject to the marketplace. In carrying out its function, this sector brings an expertise with respect to the organization and quality of services based upon experience in the marketplace that the public sector cannot provide. Gordon Manser further explains this relationship by stating, "Voluntarism affords the opportunity for any group of people to organize for any legal purpose; it also affords the freedom to fail, an important means of learning how to advance the public good."[5] (Underline added)

B. Efficiency and Effectiveness

On a national basis, the private sector has had to search for management techniques, increase the efficiency of operation and thus make better use of the voluntary dollar. It seems logical then, that a local study should investigate methods of

---

5 Manser, Gordon, Voluntary Giving and Tax Policy, The National Assembly for Social Policy Development, N.Y., N.Y., 1972

improving the operations of the community's voluntary sector. If the voluntary sector is to be truly accountable and maintain its credibility, it must seek answers for questions about efficiency, evaluation, effectiveness and costs-benefits on a continuing basis.

C. The Problem in San Diego County

At the time the study was initiated, there was no vehicle to describe the private sector in this community. That is to say, the public had no way of understanding what the private sector was doing or not doing in a comprehensive way. Data was not available to describe what functions were being performed in terms of services provided, funds raised, what structures existed for fund raising and how voluntary groups might strengthen their position with respect to developing governmental policy.

With regard to fund raising specifically, this community has no structure to report to the citizens how the charitable dollar is being used. Fund raising is a more fragmented picture in San Diego than in other cities our size in the country. There are at least five separate fund raising systems:

United Way - Has represented the community's major federated campaign since 1920. United Way raised $6,384,352 in its 1972 fall campaign, with seventy-five percent of this amount coming from employee and executive giving, primarily through payroll deduction. It is a locally controlled community organization whose board composition is broadly representative of the citizenry of San Diego County. The United Way strengthened its community planning component in a major reorganization three years ago. It is responsible for taking leadership in the voluntary sector to develop an effective delivery system of human care services aimed at reducing high

priority social problems. This organization allocated money to seventy-five agencies and fourteen demonstration projects this year in areas of health, family and child care, character building, etc. Allocations are determined by a citizen panel review process based on an established priority of need. Donor designations are honored. Campaign costs in 1972 were 5% of amount raised.

Combined Health Agency Drive (CHAD) - Organized in 1970, a federated fund raising vehicle in business and industry for nine major health agencies. A citizens study committee report on United Way chaired by Jim Mulvaney, recommended that CHAD and United Way explore a merger to avoid undesirable competition and fragmentation of employee payroll deduction plans. Negotiations have been under way for a year-and-a-half and it is possible that CHAD and United Way will conduct the first joint campaign in the country in the fall of 1974 for 1975.

CHAD raised $130,000 in the 1972 spring campaign. It is a locally controlled organization whose board is composed of representatives from its member agencies. Allocations to member agencies are determined by donor designations with undesignated funds distributed in the same ratio. Campaign costs in 1972 were 15.9%.

Combined Federal Campaign (CFC) - Organized in 1966 by federal government to consolidate the separate drives of United Way, thirteen national health agencies and seven international service agencies into one campaign among federal employees throughout the country. CFC raised $1,984,327 in the San Diego County 1972 fall campaign which is held as part of the annual United Way campaign and is the second

largest CFC campaign in the country. The local CFC committee is composed of representatives from the various federal military and civilian units in San Diego County. Major policy is controlled at the national level by the Civil Service Commission. Allocations are made on a predetermined formula based on the ratio of prior fund raising results of the three participating groups and donor designations. The local committee has authority to make budget decisions only on the overage amount raised over the goal at the present time. Campaign costs in 1972 were 1.4%.

Employee Charitable Associations (Contrib Clubs) - There are sixty-three employee charitable associations in San Diego County which raised and allocated in excess of $1,909,000 in 1973. Practically all of the clubs were organized in the early 1950's and were patterned after the General Dynamics Convair Contrib Club which was the largest and one of the first formed. This is a unique phenomenon to San Diego since no other city in the country has such a large number of clubs. They sprang up almost over night in San Diego with the encouragement of the then "Community Chest" as a local reaction to prevent the spread of AID chapters from Los Angeles. Both AID and contrib club organizations originally developed and continued due primarily to the inability of United Way and major health agencies to bring about a joint campaign effort which would maintain the "one drive" concept. Each employee association is locally autonomous and has a board made up primarily of labor and management representatives. Most of the campaign costs of the clubs are absorbed by the United Way. Allocation policies vary widely among clubs. Task Force III of

this report deals extensively with these associations (see pages 25 through 32).

Associated In-Group Donors (AID) - Organized in Los Angeles in 1951 as a givers organization among the larger corporations with headquarters in that city. There are fifty branch companies with AID chapters in San Diego County which raised approximately $375,000 from their employees. The AID board is made up of one-third each from organized labor, management and the general public. It is unique in the country and has over one thousand seven hundred member firms in Southern California. Allocations are made on an allocation formula related to past giving records of the agency members after donor designations are honored. AID permits donor designations to any bona fide charity in the entire country. In San Diego, the United Way and the nine member health agencies in CHAD are the recipients of undesignated funds by formula from AID. AID campaign costs are 5%.

In addition to these federated efforts, all the individual voluntary agencies conduct annual solicitation programs ranging from door-to-door residential canvassing, to sale of products, membership drives, special events, memorial and bequest programs, etc.

It is estimated that close to one thousand different solicitations are made in this county each year.[6] Who makes those solicitations? How much money is raised? How is the money used? The answers to these questions provide important data for

---

6 Estimated number of solicitations based on City of San Diego Police Department records.

individuals and the community to: 1) Decide how to spend the charitable dollar, and 2) Evaluate how those dollars are being used. The private sector currently raises in excess of $20 Million in this community.[7] To maintain credibility with a community interested in the efficient use of its charitable dollar, a system that provides essentially no information or data seems inadequate.

The study received its impetus from the business community. Thus, it is significant that organizations directly involved in the private sector made no prior agreements or commitments to abide by the Study Committee's recommendations.[8] As a result of this gap of communications, the study should be viewed as a foundation or a first step in dealing with the various aspects of the private sector.

D. Timing and Financial Support

The initial concept of the study called for a brief three-month survey of fund raising. However, it became apparent at the early meetings of the committee that three months would not be adequate for an initial study of the subject matter due to the lack of previously collected data. The committee felt that it would be possible to raise additional funds to continue the study on a timeline that called for a final report at the conclusion of March 1974. During the ensuing months, a number (see Appendix "A") of repeat and new contributors were solicited. A

---

7 An excess of $20 Million is raised in San Diego County annually. Figure compiled from interviews conducted primarily with large fund raising organizations.

8 It should be noted that the United Way of San Diego provided initial administrative and logistical support. In the latter stages the United Way also provided financial support.

third solicitation was made and at that time the Steering Committee decided to terminate the study within thirty days of February 15, 1974. This meant that not all of the task forces' work could be completed. However, each task force did make significant inroads into answering the major question before it. Perhaps, more important, each group (especially Task Force I) developed meaingful questions for further study.

III ORGANIZATION AND RESEARCH DESIGN

A. Study Committee Organization

As stated in an earlier section of this study, a letter from General Victor Krulak, USMC Ret., addressed to Mr. James F. Mulvaney provided the original request for the Study Committee. This letter described corporate desire to consolidate the number of appeals made each year. It also requested that Mr. Mulvaney accept the responsibility of dealing with the request to investigate fund raising. The basic question before the community as presented in the Krulak letter was, "Can we get more money to user organizations and decrease the proliferation of appeals to donors?"

Through organizing the committee, Mr. Mulvaney was responding to broader interest of contrib clubs concerning their problems with allocations and individual donors' frustrations with proliferating solicitations. It was the intention of those organizing the study to allow the members of the committee to define its scope. This technique would allow groups with specialized interests (i.e., corporations, contrib clubs, individuals) to participate freely with their own points of view.

1. Committee Membership - The committee invited representatives from a wide range of groups to participate in

the study. The intent of this broad representation was to facilitate the exchange of information and values. Further, the various backgrounds of the members brought to the committee made for a more complete examination of the data presented to the group. See Appendix "C" for a complete list of individuals participating in the study. The following should provide rationale for the structure of the membership.

a. Business and Corporate Representatives - Thirty-seven individuals from the business community participated to provide both a donor and fund raising perspective. A number of these individuals are involved in the corporate decisions on donations. Another group of the business representatives are involved on a voluntary basis with fund raising organizations.

b. Government Representatives - Eleven individuals participated from the governmental sector to provide the committee with input from local, state and federal policy makers. It is, and was, the Study Committee's intention to maintain a perspective on current and developing governmental policy. Due to the growing influence of the public sector in nearly all of the fund raising related areas (i.e., human care services) the committee felt it was imperative to include this point of view.

c. Employee Charitable Associations (Contrib Clubs) This group represents a major collective of individuals (including labor) making donations in the San Diego area.

There were two primary reasons for involving representatives from these groups. First, these individuals represent the attitudes of a major source of funds and have expertise in the fund raising capacity. Secondly, the lines of communication established through the study process can provide a forum for exchange of ideas within the committee structure.

d. Community Representatives - The organizers included in the structure of the committee a number (eight) of representatives from various sectors of the community. We felt that the community involved in the study should play an important role in the study process. In actuality, every member of the committee also belongs to the common community.

2. Issues to be Studied - At the first meeting of the full committee, August 8, 1973, the broad question of how to improve fund raising and allocating procedures was presented by Mr. Mulvaney. The committee defined the three major areas of study to be considered by three separate task forces as follows:

i. A definition of the characteristics of fund raising and allocating in San Diego County.

ii. How external influences affect the private sector (fund raising and allocation) now and in the future.

iii. The role employee charitable associations play in the community and how that role can be enhanced.

B. Research Design

Because of a lack of any usable data in any of these three areas, the exploratory method of research was selected. "The major emphasis is on the discovery of ideas and insights. Therefore, the research design must be flexible enough to permit the consideration of many different aspects of a phenomenon."[9] In this sense, the study can be seen as a "stepping stone" for further study of this important part of the community. In addition, the study began gathering data in an attempt to discover specific areas of further investigation. Another function of the study is to make recommendations for improving those areas of fund raising and allocation for which it has gathered sufficient data.

The above stated issues provided the focus for the Study Committee's work. The Study Committee, for the purpose of organization, created three task forces to investigate the main issues. Each task force, having a specific focus, was given its own autonomy with respect to methodology for its investigation. The task forces were responsible for reporting purposes to a steering committee, which was in turn responsible to the full committee (see Appendix "D").

IV FINDINGS AND RECOMMENDATIONS

A. Task Force I

This group was charged with the task of describing the characteristics of fund raising and allocation in San Diego County.

---

9 Selltiz, Claire, and others. Research Methods In Social Relations, N.Y., N.Y.: Holt Rinehart and Winston, 1967, pg. 50.

In line with this focus, the task force set out to answer four basic questions:

i. What structures now exist in San Diego?

ii. What fund procuring processes are now being used?

iii. What are the goals of fund procuring and how do they tie into community needs?

iv. How are fund procuring systems distributing funds?

1. Method - The task force decided that it needed basic information describing the various fund raising systems in the community. The first source of information examined was the City of San Diego's Police License Bureau. This bureau within the police department is charged with regulating fund raising in the city. Part of this regulation requires the maintenance of certain data as it relates to licensing. However, the data was maintained in such a way as to make it uneconomical to use for the study's purposes. Not all the data was current in that reports required by the ordinance were not filed.

As an alternative to this source of information, the task force decided to conduct interviews with a selected sample of the fund raising organizations. It also decided to conduct an inquiry into the police regulatory functions of fund raising.

The inquiry into the policing of fund raisers took the form of interviews by staff with the police officers currently administering city ordinances covering the licensing and operations of fund raisers. The task force also

interviewed a former police officer[10] who had administered the ordinance for fifteen years. In addition, staff conducted interviews with the City and County of Los Angeles to study their programs for solicitation regulation. The interviews took the form of personal contact with Fern Jellison, General Manager, Social Service Department, City of Los Angeles and Nicholas Juback, Administrator, Business License Commission, County of Los Angeles. These interviews were made to determine the effectiveness of the programs in each governmental structure in Los Angeles County. The above mentioned individuals were asked to explain their programs - strengths and weaknesses. The results of all interviews were submitted to the task force for evaluation (see Appendix "E").

The survey of fund raising organizations was conducted through the use of personal interviews. The organizations to be used were selected by a random stratified method, attempting to get an unbiased sample. We did, in fact, obtain a high percentage response from the large fund raisers (41.18%) and a small response (20.59%) from the small organizations. The latter were simply difficult to find and communicate with. As a result, our findings will be slanted toward large organizations.[11]

Task Force I conducted a joint meeting with Task Force II on solictation regulation. This meeting was held with representatives from both the city and county (see Appendix "F" for list of city and county representatives).

---

10 Mr. Robert Halley, Chief of Security, Campbell Industries; formerly of the City of San Diego Police Department

11 Further statistical analysis can be found in "Findings" section of this task force

2. Limitations - The sample was drawn from the police department's files which only cover the city. For this reason, the study will not take into consideration organizations operating strictly in the county and not in the City of San Diego. The sample size is very small in terms of total licenses issued annually (5.3%). However, in terms of organizations that raise the majority of the dollars for the private sector, it may be reliable. In either case, this analysis should not be viewed as conclusive but as exploratory.

3. Findings - The following is a list of findings obtained from interviews with fund raising organizations (Appendix "G") based on the questionnaire exhibited in Appendix "H."

1. The general purpose of the organizations' goals were to minimize the impact of a social problem on society.

2. 93.7% of the organizations are tax exempt under IRS Code 501-C3 and 6.3% are not.

3. 68.7% have organizational goals and objectives and 12.5% do not, 18.8% made no response.

4. Only 59.3% have a program to communicate with other organizations, 40.7% have no such program.

5. 59.3% of the organizations operate on a fiscal basis and 40.6% operate on an annual basis.

6.

Gross Income in 1972	No. Organizations
$ 0 - $ 99,999	11
100,000 - 199,999	6
200,000 - 299,999	4
300,000 - 399,999	0
400,000 - 499,999	2
500,000 - 599,999	3
1 Million and over	3

This represents a total of approximately $15,106,542 raised locally.

7. Of the organizations interviewed, 62.4% returned ninety percent or better of the dollars raised to the community, 37.6% returned eighty-nine percent or better. Some of the organizations get more back from their national campaigns. This does not reflect dollars returned to the community through programs from national organizations. The report is not conclusive in this area; however it is possible that a substantial amount of dollars returns to this community.

8. Public campaign accounted for the largest portion of funds raised followed by 2) membership drive and 3) endowments/memorials.

9. The criteria used to establish the fund raising goal were ranked 1) local needs, 2) maximum possible, and 3) "other."

10. 53.1% have a program for deferred giving and 40.5% do not.

11. Of the organizations surveyed, only 15.6% conduct fund raising for capital improvements, (i.e.,

hospital building funds, etc.).

12a. 59.3% of the organizations have a public policy on allocative procedures; 37.5% do not; 3.2% made no response.

b. Allocation decisions are based on: 65.63% board decision; 25% priority; and 15.6% allocation committee. This is a rank order rating, thus each option has a possibility of 100%.

13. Most of the organizations require agencies receiving funds to present a clear statement of goals.

14. There does not appear to be an active attempt to identify potential users or uses of funds, that is to seek out new options for the use of their funds. This indicates that most organizations take a passive role in identifying new answers to community problems, preferrring agencies to come to them.

15. 65% of the organizations have provisions for individual designation in their fund raising efforts.

16. The administrative level at which the annual budget is determined is, 84.3% local; 15.6% national; 9.3% regional; 6.2% "other;" 6.2% "not applicable;" and 3.1% state. Again, each option has a possible response of 100%.

17. 87.5% of the organizations have a program (public relations) to inform the community of their functions and goals, 9.3% do not and 3.1% replied that this was not applicable.

The next set of findings are based on questions designed to indicate areas of further research. This study committee was unable to conduct further investigation into these areas.

18. 46.0% felt a need for help in fund raising; 37.7% answered "other" which can be further broken down into 9.3% administrative; 9.3% "not applicable;" 6.2% allocations; 8.2% need no help; and 8.2% no response.

19. 56.3% have experienced recurring obstacles in their efforts to raise funds, 34.4% have not and 9.3% gave no answer.

20. 18.7% have experienced recurring obstacles in their efforts to allocate funds, 59.3% have not and 9.3% did not answer, 12.3% responded "not applicable."

The next set of findings deal specifically with the area of fund raising regulation and education. These findings are a result of both Task Force I and II's collaboration on this topic.

1. There is no centralized data gathering on fund rasing, either in the city or county (at least

in a usable form). Without this data collection, the citizens have no way of judging the effect of their charitable donations. This means that the community has no comprehensive way of knowing how much of its charitable gift is used for raising those funds and how much is used for programs or services. Nationally and locally there are abuses of charitable solicitations (see Appendix "I" and "J").

2. The current structure within the city's Police Licensing Bureau does not facilitate adequate administration of the existing ordinances.

a. The Police Department is involved with the enforcement of laws and ordinances. Functionally, it should be used to enforce ordinances relating to solicitations but it should not be charged with administering on a day-to-day basis the operations and reporting of charitable solicitations. It would appear to be uneconomical to use police officers in this administrative capacity.

b. The current staff or detail does not have the manpower or administrative resources to supervise and manage fund raising. There must be adequate staff to supervise both the spirit and the letter of the law.

3. The citizens of this city/county have no effective vehicle for judging individual appeals. While

the city does have a permit system, this program receives little active promotion or use. If we are serious about efficient fund raising, we must start with building citizen awareness through a public information program on an ongoing basis.

4. The very nature of some fund raising organizations requires them to renew their program annually. Many small and medium-sized organizations have a complete turnover of administrative personnel. This turnover makes it very easy for these groups to make the same recurring mistakes in fund raising each year. Currently, there is no educational or clearing house function to assist fund raisers to avoid the mistakes of the past.

4. Recommendations - Task Force I reviewed the findings and made the following recommendations:

1. Creation of a county-wide ordinance for fund solicitation regulation.

2. Annual report to community (such a report requires a uniform information-gathering system).

3. Regulation and education for fund raising organizations.

4. Recommendations for further study.

a. How funds raised locally are used and how much money is returned from national

organizations.

b. Individual donor motivations for giving.

c. Improved fund raising techniques.

d. How to minimize duplication of services.

e. Complete the study of how funds are made available to the community by such organizations as United Way, AID, CFC, contrib clubs and CHAD.

B. Task Force II

This group was charged with the task of examining how external influences are affecting fund raising and allocations now and in the future. In line with this focus the task force set out to answer three basic questions:

i. What are the attitudes and habits of the community towards fund raising?

ii. What influence has changing governmental policy had on fund procuring?

iii. What's happening to voluntarism?

1. Method - Task Force II used personal interviews with individuals having expertise or insight into specific areas of investigation. Also, documents concerning revenue sharing,

state fiscal policy and data on the private sector were reviewed.

The task force met with a group of individuals representing the fund raising community. These individuals made presentations covering the historical aspects of fund raising, individual motivations for giving, corporate giving and the Combined Federal Campaign (see Appendix "K"). These presentations were intended to provide a brief background for the task force's investigation into the private sector.

An ad hoc committee was formed within Task Force II to investigate the role of media in fund raising. This committee held interviews with representatives from the media (see Appendix "L") to ascertain their attitudes toward fund raising organizations and any recommendations to improve the relationship. In the process of studying the media, the question of fund raising regulation and education surfaced. Task Force II studied charitable solicitations, ordinances and local government's structure for dealing with this question. Task Force II's work culminated in a joint meeting with Task Force I with representatives from city and county governments.

The task force then turned its attention to the relationship between the public and private sector. Again, interviews were conducted with local (see Appendix "F") and state[12] government officials. The local government representatives were questioned about revenue sharing. The state representative discussed revenue sharing, state

---

12 Mr. Tom Dooley, Legislative Analyst, State Capitol, Sacramento, California

financing and "The New Federalism."

2. Limitations - The first limitation was the fact the task force was unable to obtain any significant input from the federal government. Repeated attempts were made through various channels with negative results. Second, many policies, like revenue sharing, were in the process of initial implementation and thus were new to government administration as well as citizens. The "newness" made it difficult to evaluate.

3. Findings - As stated in Task Force I's Findings, this task force contributed collaboratively to the findings on fund raising regulation and education. A statement of these findings is contained in the Task Force I section.

The second set of findings for Task Force II centers around the question of policy formulation for the private sector. The findings are:

1. The private sector is not having a positive influence on policy development, at least at the state level.

2. If the private sector is to maintain its important role in the society, it should take positive steps to develop that role.

3. There is a lack of decision-making and organization on the part of the private sector.

4. This is a particularly good time for the private sector to influence the public or governmental

sector. Politicians are looking for new ideas and policies, especially at the state level.

5. On the local level, the private sector has become involved in "The New Federalism" or revenue sharing in an important way through the efforts of the United Way.

In addition, an ad hoc group investigated the role of San Diego's media in the private sector. The ad hoc group found that:

1. The media also has difficulty evaluating the validity of charitable organizations requesting their assistance.

2. Many times requests for the use of air time or published space are made by worthy organizations and have to be turned down due to poor preparation and production plans. An important implication of this problem is that, functionally, the media favors established organizations with paid staff to coordinate media use.

4. Recommendations - Task Force II's recommendations dealing with fund raising regulation and education can be found in Task Force I's "Recommendations" section. Further, Task Force II's recommendations concerning the private sector are:

1. The private voluntary sector needs to develop a stronger linkage with government in order to influence

public policies and decisions that affect its interests in the human care field. The United Way of San Diego County should take a more aggressive leadership role in pulling together other voluntary groups to accomplish this goal.

2. Part of the educational services of the county-wide regulation and educational program should include improved methods to utilize the media as a resource for all private voluntary organizations.

C. Task Force III

This group was charged with the task of examining what role employee charitable associations (contrib clubs) play in the total fund raising picture in San Diego County. In line with this focus, the task force set out to answer five basic questions:

i. What organizational structures exist in the various associations?

ii. What fund raising procedures are now being used?

iii. What are the goals of the associations?

iv. What are the methods of allocation?

v. How can the value of the associations be enhanced?

1. Method - The task force[13] undertook an exploratory study of the employee charitable associations. Further, the

13 It should be noted that eight members of the task force were also members of employee charitable associations

task force determined that a mail-out questionnaire type of survey could provide initial data for further investigation. Previous to this study there had been no evaluation or collection of data on the associations.

The questionnaire, as approved by the task force, was mailed out to all the associations in the county. Sixty-three questionnaires were mailed out at the first mailing. After three weeks, a second questionnaire was sent out. Finally, individual contacts from task force members were made with those associations that did not respond. This method of follow up provided a total of twenty-four completed questionnaires or 38.9% of the total number of associations. This percentage represented a good cross-section of the different sizes of the employee charitable associations (see Appendix "M").

As with the information generated by Task Force I, this data should be viewed as a preface to further investigation. The reliability of the information gathered for this task force is significantly greater resulting from a more reliable sample. In addition, the findings of this task force were reviewed with a group of association representatives.

2. Limitations - The questionnaire was designed to collect only initial data on the organizations being interviewed. The information gained from the survey was to be used as a basis for further interviews with the entire task force. The process of task force interviews was not accomplished and the information presented as findings is a result of only partial completion of the research design for this task force. Also, 61% of the clubs did not return questionnaires. Our system of follow ups as stated

in the "Method" section above addresses this problem specifically.

3. Findings - The following is a list of findings based on data collected from the mail-out questionnaire (see Appendix "N" for sample questionnaire).

1. In general, employee charitable associations do have bylaws under which they operate.

b. There is usually a president and board of directors.

c. Most of the clubs are tax exempt.

2. The board of directors or a special committee defines goals and objectives.

3. Criteria used for establishing membership on the policy-making board was spread over "recommended by employee," "management appointed" and "club appointed."

4. Most of the associations have an established process to report activities to the membership.

5. In response to the question of what resources are available to the associations, the replies were:

	% of Assn's.
Staff time	70.8%
Employees	45.8%
Corporate support/Financial	25%
Administrative	50%
Public relations	37.5%

6. Most of the associations do not have a program to develop relations with other clubs.

7. Amount of dollars raised by clubs showed:

No. Clubs	Dollars Raised
2	$200,000 and above
2	150,000 - 199,999
3	100,000 - 149,999
0	50,000 - 99,999
6	10,000 - 49,999
9	9,999 - 0

There was no response from two clubs.

b. Employee participation was:

No. Clubs	% Participation
6	0 - 19.9%
2	20 - 39.9%
5	40 - 59.9%
5	60 - 79.9%
6	80 - 100%

8 a&b "New employee solicitation" was the most common and successful fund raising technique.

c. Most of the associations timed their appeals to coincide with United Way's.

9. A majority of the associations used new employee orientation as the primary means of employee solicitation.

10. Almost half the associations allow employees to contribute by payroll deductions or in cash.

11. 58.4% of the organizations do establish a fund raising goal each year, 41.6% do not. Of those

organizations that do establish goals, only 21.4% achieved their stated goal.

12. The majority of goals are established by the "percentage increase" over prior year's donation, followed by "based on payroll and pay increases." The total of "other" and "no answer" equals 49.9% of the twenty-four returned questionnaires. This shows a rather loose coordination of how goals are established.

13. 62.5% of the associations use a "solicitation card or form," 33.3% do not use any type of "form" and 4.2% made no reply.

14. Groups within the organization who decide how funds are to be allocated were shown to be 47.5% board of directors; 35% allocation committee; 10.5% "other" and 7% made no reply.

15. "Review of available funds" was the most common response to the question of what criteria is used to establish allocations.

16. Designations are handled, 50% included in general allocation; 20.8% over and above the general allocation; 25.0% "other," and 8.3% "not applicable."

17. 83.3% of the associations said they do evaluate new requests for funds and 16.6% do not.

18. 75% of the clubs said they do have a program to maintain club information and records systematically

on a continuing basis and 25% do not.

19. 70.8% of the clubs allocate funds annually; 25% allocate funds as required; and 20.8% allocate semi-annually.

20. Checking accounts seem to be the most popular manner of storing funds, with a few less clubs using savings accounts.

21a Most clubs replied "no" regarding maintaining emergency funds for employees.

b. Less than half the clubs maintain emergency funds for agencies.

22. Most of the clubs do not have any referral service for employees needing services.

23. More than half the clubs require organizations asking for funds to have a tax exempt status as a charitable organization.

24. The general purpose of the clubs is to raise funds for charitable organizations.

3. Recommendations - Task Force III's recommendatiions regarding employee charitable associations are as follows:

The task force recognizes that for the immediate future, employee charitable associations will continue to be a potent force in fund raising and the allocation

of funds raised in many of our larger private and public organizations. Thus, they have an influence in the over-all success of any voluntary community fund raising and allocative effort. Therefore, a council representing these groups should be revived and reorganized to include delegates from as many clubs as possible.

A major responsibility of the strengthened organization would be to gather data and provide informed technical information which would enable individual member groups to reach decisions more quickly, more efficiently and on a more factual basis.

More specifically, we recommend that:

1. Corporate leadership be encouraged to give stronger support to employee associations through active involvement by company leaders and such staff assistance as may be required.

2. Policy recommendations and information for member employee charitable associations should be developed by an advisory board, composed of representatives of participating associations. This board should seek the assistance of established fund raising organizations to provide consultation. The functions of the advisory board would be to:

a. Establish basic standards of operations for its members in such areas as:

1) Association organization and administration.

2) Goals and objectives.

3) Organizational control.

4) Fiscal administration.

5) Staff and facilities.

6) Community relations and intra-organization P.R. programs.

b. Refine methods and techniques for increasing employee contributions.

c. Increase cooperation with the existing community allocations systems.

d. Find more effective ways to involve employee associations into the community planning processes.

e. Develop policy to increase membership in the council.

f. Urge member organizations to designate (establish) a person(s) or board member(s) who would provide initial information and referral services to individuals in need.

V IMPLEMENTATION

In conclusion, the committee has developed a series of actions aimed at implementing the recommendations proposed by each task force. This process involves continued activity by members of the committee to insure that the implementation stage is carried out. The implementation process as developed by the committee is as follows:

1. Task Forces I and II's recommendations for city/county fund solicitation program:

   a. Creation of an ad hoc committee to continue communication with

      i. City/county officials

      ii. News media - community

      iii. Fund raising organizations

   b. Select individuals to report to various community groups on the initial results of the study committee.

2. Task Force I's recommendations for further study should be referred to an association of local fund raising organizations. These questions should be presented by a member of the task force at a formal meeting of the organizations. Further, a report on action taken by the organizations should be made to a group of task force members.

3. Task Force II's recommendation to involve the private sector in policy development with government decision makers

should be addressed. The responsibility for the implementation of this recommendation should be assumed by the major private sector voluntary groups, i.e., United Way, CHAD, etc. Again, an ad hoc group from Task Force II should present the recommendations and monitor progress toward achievement of that recommendation.

4. Task Force III's recommendations revolve around the strengthening of the employee charitable associations' council. Another ad hoc group from Task Force III should be created to report findings to coporation leadership and individual employee charitable associations.

Specifically,

a. Employee charitable associations' council president should be selected.

b. Corporate leadership should be informed of the need for a stronger council.

c. The council should conduct regular meetings to develop policy in response to Task Force III's recommendations.

5. The full committee should meet again in six months to review implementation progress.

IV APPENDICES

CONTRIBUTORS

Bank of America

Central Federal Savings and Loan Association

Convair, Division of General Dynamics Employees' Contrib Club

Home Federal Savings and Loan Association

J. C. Penney Company, Inc. (Fashion Valley)

Rohr Industries, Inc.

Rohr Will-Share Club

San Diego City School Community Service Association

San Diego Gas and Electric Company

San Diego Gas and Electric Company Employees' Contrib Club

Sears, Roebuck and Company

Security Pacific National Bank

Solar, Division of International Harvester

Union/Tribune Publishing Company

United Way of San Diego County

Walker Scott Company

APPENDIX "B"

HEADQUARTERS

Copley News Service

A WORLD OF NEWS

JAMES S. COPLEY
CHAIRMAN OF THE BOARD
VICTOR H. KRULAK
PRESIDENT

CHARTER OIL BUILDING/P. O. BOX 190/SAN DIEGO, CALIFORNIA 92112
CABLE: COPNEWS SAN DIEGO/TELEPHONE: 714-234-0191

7 May 1973

Mr. James F. Mulvaney
President
United States National Bank
P.O. Box 1550
San Diego, California 92112

Dear Jim:

You will recall that on August 9 of last year, I chaired a meeting of key San Diego leaders to hear representatives from Cleveland, Ohio, describe how they had managed to develop a federated program of fund raising and allocations in that city. Since that time, I understand that a joint committee of local CHAD and United Way people has made progress toward a single campaign effort.

This gives me reassurance. However, as you well know, this is only part of the problem in fund raising in San Diego. I am still concerned that we still have so many separate and competitive fund raising programs -- e.g., United Way, CHAD, AID, the Combined Federal Campaign, COMBO, contrib clubs in our major organizations, not to mention the supplemental fund raising efforts of most of the individual agencies.

My point in writing to you, Jim, is to suggest that it might be timely to reactivate the Citizens' Study Committee, which two years ago resulted in the reorganized UCS, to study this problem as a piece of critical and unfinished business. I know how hard you worked as chairman of that Citizens' Study Committee, and more recently as chairman of the United Crusade in 1972. Nobody could have done it as well. Now, I feel that as a result of this experience you are the one man who can provide truly effective leadership to this important community project.

Please let me know how this proposal sounds to you.

Sincerely,

V.H. Krulak

VHK:jm

COMMITTEE MEMBERS

MS. CARRIE J. ALDRIDGE
San Diego Trust and Savings Bank

MR. ROBERT F. AMON
Girl Scouts, San Diego-Imperial Council, Inc.

CAPT. F. D. ARMSTRONG
Combined Federal Campaign

MR. ROBERT C. BALL
San Diego Gas and Electric Company

MR. ARTHUR E. BAUER
Senate Office of Research

MR. RUDY BAUTISTA
Chicano Federation of San Diego

DR. JAMES E. BERNSTEIN
County Board of Supervisors

MR. THOMAS B. BOYLE
Sears, Roebuck and Company

MR. CHARLES H. CHEYNEY
American Cancer Society

DR. MARY G. COLACICCO
Travelers Aid Society

MR. LAWRENCE M. CUSHMAN
Salvation Army

MR. ALEX DEBAKCSY
Union Tribune Publishing Company

MR. GERRY A. DELAYE
San Diego Recreation Department

MR. WILLIAM F. DAIBER
San Diego Gas and Electric Company Contrib Club

MS. ANNE W. DOSHER
California School of Professional Psychology

MR. S. K. EMERY
Pacific Telephone Company

MR. JUAN FANES
Chicano Federation of San Diego

MR. ROBERT M. FIGI
County Employees Charitable Organization

MR. EDWARD S. FLETCHER
Health Services, San Diego City Schools

MR. WILLIAM GOLDSMITH
Community Congress

MR. F. S. HAGE, JR.
Solar, Division of International Harvester

MR. W. R. HALLEY
Campbell Industries (Former San Diego City Police Officer)

MRS. SHARON T. HUNT
County Board of Supervisors

MR. ROBERT C. JACKSON
Teledyne Ryan Aeronautical

MR. JOHN E. JACOB
Urban League of San Diego

MR. PHILIP M. KLAUBER
United Way of San Diego County

MR. DANIEL C. KNOTT
Consultant

LT. GEN. VICTOR KRULAK
Copley Press, Inc.

DR. JAMES E. LASRY
San Diego County Heart Association

MR. DWIGHT LEE
San Diego City Schools Community Service Association

MR. PAUL E. LEYTON
May Stores Shopping Centers

MR. R. P. LORENZ
Rohr Will-Share Club

MR. HAMILTON MARSTON
Broadway Stores

MRS. MARGHERITA (MAGGIE) MAZUR
Mercy Hospital Auxiliary

MR. DAVID MCCULLOUGH
County of San Diego

MR. CLARK W. MCELMURY
Arthritis Foundation of San Diego

MR. E. E. MCELROY
San Diego Gas and Electric Company

MR. BRUCE N. MOORE
Y.M.C.A. of San Diego

MR. G. PATRICK MOORE
John Burnham and Company

MR. ROBERT E. MORRIS
San Diego Gas and Electric Company

MR. CHARLES H. MULLER
Pacific Telephone Company

MR. JAMES F. MULVANEY
Attorney

MR. CLAY E. MURDOCK
Stromberg Datagraphix

MR. BAZEL F. NELSON
San Diego Community Colleges Association

MR. FRED C. NELSON, JR.
Bank of America

MS. TERESA PASCUAL
Chicano Federation of San Diego

MR. DONALD PATTERSON
San Diego County Heart Association

MR. THOMAS PEEK
Combined Health Agencies Drive

MR. CLARENCE M. PENDLETON
Model Cities

MR. BENJAMIN E. POLAK
Harbor Management Corporation

MR. NORVAL E. POWELL
National Cash Register

MR. WILLIAM E. QUIRK
Pacific Telephone Company

MR. R. R. RICHARDSON
San Diego-Imperial Counties Labor Council

MR. JOSEPH F. SINNOTT
Retired, San Diego Gas and Electric Company

MR. TOM E. SMITH
Rohr Industries, Inc.

MR. F. C. STALDER
Central Federal Savings and Loan Association

MR. JOHN P. STARKEY
Southern Mortgage Company

MRS. RUTH STEWART
Member, United Way of San Diego County Board of Directors

MR. JACK W. SWANK
Stromberg Datagraphix

MR. STUART H. SWETT
Agency Presidents Council

MR. WILLIAM H. TAGGART
Home Federal Savings and Loan Association

MR. T. A. TANNER
Solar, Division International Harvester Employee's Contrib Club

MR. NESSIM A. TIANO
Peat, Marwick, Mitchell and Company

MR. HENRY TINKER
National Cash Register

MR. JOHN ULF
Rohr Industries

MR. JACK WELLS
Security Pacific National Bank

MR. ROBERT S. WHITE
City of San Diego

MR. LOU WHITNEY
General Dynamics, Electro Dynamics Division Employees Contrib Club

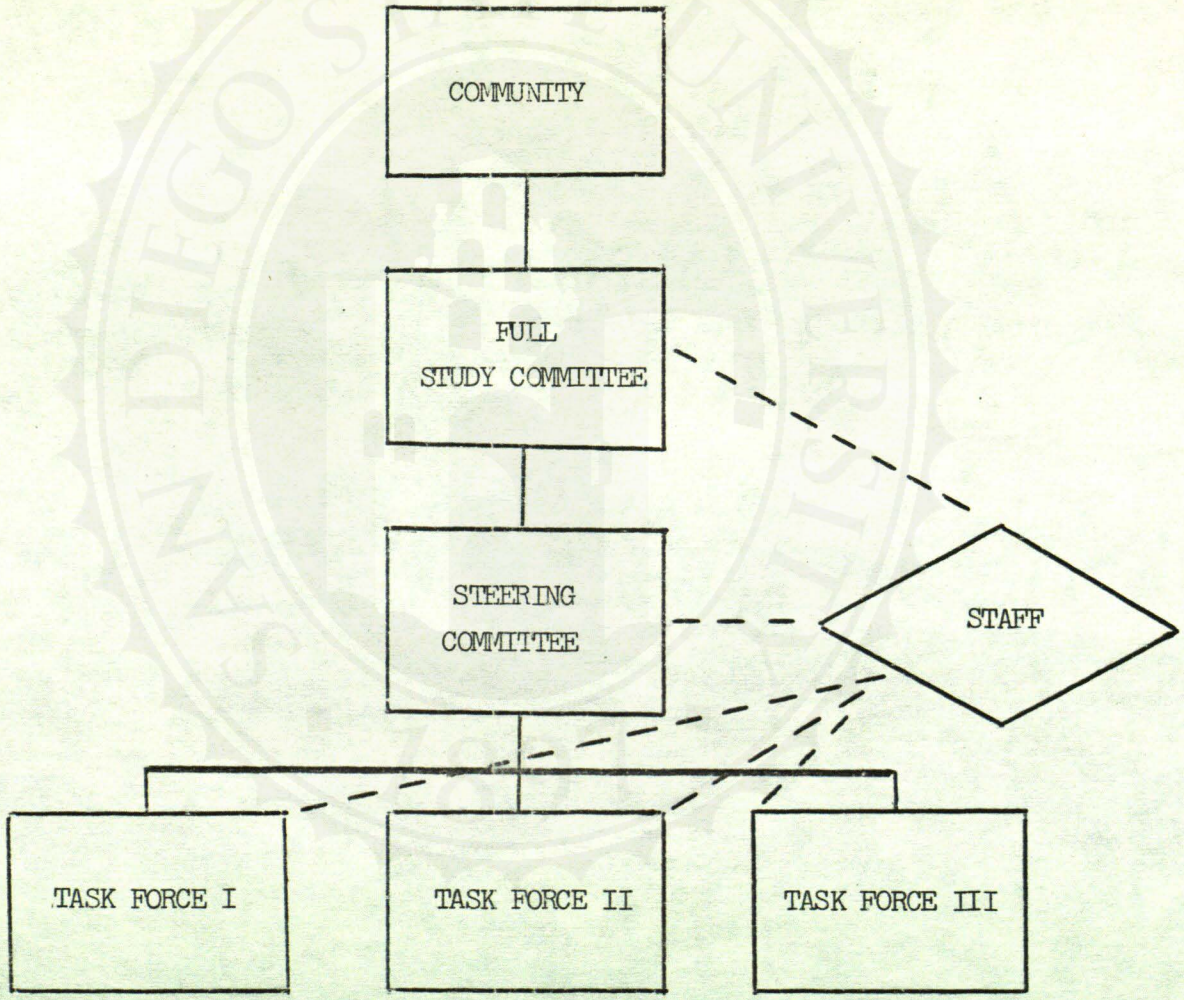
MR. VICTOR P. WHITNEY
Fruin Financial

MRS. MARIE WIDMAN
Member, United Way of San Diego County Board of Directors

MR. WALTER ZITLAU
San Diego Gas and Electric Company

APPENDIX "D"

ORGANIZATIONAL CHART



THE LOS ANGELES STORY

On December 21, I visited with City and County officials of Los Angeles in that city. The purpose of these meetings was to ascertain information concerning fund solicitation policy in Los Angeles County. It appears that both local government structures have given fund solicitation a great deal of thought. However, the City of Los Angeles' Social Service Department has emerged as the most viable and effective structure for managing solicitations.

THE CITY

I visited with the Social Service Department in the City Hall and talked with the manager, Fern Jellison. Ms. Jellison, responding to the question, "how did this department develop?" stated that the initial impetus came from a citizen's group very similar to the Study Committee on Fund Raising. Additional support for the creation of a structure to manage developing problems in solicitation came from the Southern California Association of Broadcasters. The association was in need of some system to sort out all of the requests before individual members from fund solicitators in the area.

From the outset, the support of the Broadcasters Association played a key role in the concept of the department. Solicitators needing publicity for their project invariably would request assistance from the various media in the area. The media in turn, seeking a method of evaluation and regulation, could rely on the city to provide a guideline for evaluation by creating various standards for fund solicitation in the area. The following is a list of the standards set forth by the Social Service Department (S.S.D.) for all charity fund raising:

1. DIRECT APPEALS -

   Fund raising cost for all direct appeals shall not exceed 20 percent of total receipts.

2. SPECIAL EVENTS -

   Fund raising expenses for any special event such as a dance, concert, entertainment, dinner, lecture or other activity shall not exceed 50 percent of total receipts.

3. DOOR-TO-DOOR SOLICITATIONS -

   There shall be no door-to-door solicitation, or selling, or offering to sell, goods, wares, or merchandise, or any other thing of value, in order to raise funds for any charitable purpose between the hours of 9 p.m. and 9 a.m.

4. COIN CONTAINERS -

   Boxes or receptacles not to be placed in any public building or business establishment for the collection of funds to be used for a charitable purpose. (The term "boxes or receptacles" includes, but is not limited to, coin cards, cans, jars, bottles, or any other thing or device, whether sealed or open, used for collecting, receiving or holding coins or currency of any denomination.)

5. CHILDREN -

   Children are not to solicit nor offer for sale any merchandise, subscriptions, tickets or other device with the representation that proceeds are to be used for a charitable purpose unless accompanied by responsible adults holding an "Information Card" issued by the Social Service Department. No solicitation to be conducted between the hours of sunset and 9 a.m.

6. UNORDERED MERCHANDISE -

Unordered merchandise not to be mailed or sent with an appeal that its purchase or a donation in connection therewith will benefit a charity.

7. TAG DAYS OR STREET SALES -

Solicitation of funds not to be conducted by the tag day or street sale method.

8. LOCAL FUND RAISING REQUIREMENTS -

A. A local organization must be established with a minimum eleven member board.

B. Bylaws be adopted spelling out its name, purpose, procedures for management, election of officers and duties.

C. All local fund raising be conducted under the responsibility and direction of the local organization.

D. All solictation receipts be deposted in a bank account set up in the name of the local organization.

E. The local organization must conduct regular meetings to assure the stipulated level of local control.

The actual means of verification or evaluation for the Broadcasters (and other media) as well as individual citizens, is the "information card" published by the S.S.D. The information card (Attachment A) is really the key instrument for regulation. Fund solicitators are required to furnish data to the department which issues the card based on the information supplied and results of its own investigation.

In this respect the card performs two functions. One, it provides the S.S.D. with preliminary information of a solicitation. Two, it is used as a regulating device inasmuch as it must be presented to potential donors

and media. Public awareness is the key to success for the second function. The individual donor must be made aware of the requirement for the information card and what to look for on the card. The local media (to include the Broadcasters Association) has provided total support by utilizing public service announcements explaining the function of the S.S.D. and is greatly responsible for the success of the program.

The department does not have the power to deny an information card as this has been defined as an inherent right. However, it can classify an individual solictation as being in compliance or non-compliance with the established standards. The non-compliance solicitations actually have those words printed across the front of the information card. As you can imagine, the classification of "Non-Compliance" can have an adverse affect on an individual organization's ability to raise funds.

A major consideration in the effectiveness of the department's function is that it is well staffed and thus takes an active and aggressive posture in the performance of its duties. It is not a custodial operation. The City of Los Angeles has given the S.S.D. a broad range of responsibility and powers (see Attachment B). In addition, the department was provided with the resources to do the job, an annual budget of approximately $300,000 and a staff of twenty-three. The department receives approximately four thousand requests per year for solictation permits (compared to San Diego's one thousand per year). The staff includes investigators, auditors, administrators and a manager.

THE COUNTY

I met with Mr. Nicholas Juback, the administrator of the Business License Commission of the County of Los Angeles. As a result of our lengthly conversation, I have drawn the following conclusions:

1. The county operation with regard to solicitation regulation, is one of a custodial nature.

2. The county is fragmented into more than seventy sub groups (cities) which makes the concept of coordination most difficult due to political considerations.

3. It would be to the advantage of both city and county to coordinate their efforts in this area.

4. Perhaps the proper agency within local government to coordinate the solicitation of funds could be the Consumer Protection Agency.

CONCLUSION

As a result of my investigations both in Los Angeles and San Diego, I recommend that the Task Forces involved with the regulatory aspect of fund raising:

1. Begin to develop a program along similar lines as the Social Service Department, City of Los Angeles.

2. Take appropriate steps to coordinate any effort to regulate fund raising with the city and county to establish a joint venture.

This report is intended to provide Task Forces with one option and should not be viewed as a foregone conclusion or policy.

John K. Ruffner

ATTACHMENT A

SOCIAL SERVICE DEPARTMENT

City of Los Angeles 485-5083

INFORMATION CARD

LOS ANGELES CITIZEN'S COMMITTEE FOR C.A.R.E.
(COOPERATIVE FOR AMERICAN RELIEF EVERYWHERE, INC.)
4055 Wilshire Boulevard, Los Angeles, CA 90010 Telephone 385-5408

Will conduct a local mail solicitation for specific amounts for designated relief packages and for unrestricted contributions through December 31, 1973.

Proceeds will be remitted to C.A.R.E. (New York) with local Committee designating how at least 50% of unrestricted contributions will be used. All local expenses are paid by New York headquarters.

Full operations for 1971-72 fiscal year are outlined in the following financial digest:

TOTAL SUPPORT AND REVENUE		EXPENDITURES		
TOTAL SUPPORT FROM THE PUBLIC	$ 11,163,664	PROGRAM SERVICES		$ 106,599,612
GOVERNMENT GRANTS	98,468,669	MANAGEMENT AND GENERAL		888,131
OTHER INCOME	418,414	FUND RAISING	(20.3%)	2,267,403
	$110,050,747			$ 109,755,146

An appeal ending March 31, 1973 netted $369,093 from gross receipts of $422,264 at an expense $53,171 or 12.6% of gross receipts.

Mr. James A. Ciccolo, Regional Director, has filed bond and secured a license pursuant to ordinance.

Nº 917 SOLICITATION RESTRICTED TO THE HOURS OF 9 A.M. — 9 P.M.

76155OAS-C4b 11-71

NOT AN ENDORSEMENT BUT FOR INFORMATION ONLY
COUNTY OF LOS ANGELES

BUSINESS LICENSE COMMISSION

INFORMATION CARD No. 111
Issued Pursuant to Ordinance No. 5860

This Card, By Law, Must Be Read or Presented to All Prospective Donors

LOS ANGELES CITIZENS COMMITTEE FOR CARE, INC.
(Cooperative for American Relief Everywhere, Inc.)
4055 Wilshire Boulevard, Suite 416, Los Angeles 90010

Chairman: James A. Ciccolo Address: Same as above

Event: General Appeal for Funds Solicitation dates: September 20, 1973, through August 31, 1974

Goal: $151,000, local; $908,000, state; & $11,355,000, national Expenses: $23,500

Percent remaining for charitable purpose: 85%

Purpose: Raising funds to provide goods, services, training facilities & self-help projects to people in developing countries; food for relief of hunger & sickness; rehabilitation and reconstruction in war and disaster stricken areas.

974-2345

THIS CARD IS FOR USE IN UNINCORPORATED LOS ANGELES COUNTY AREAS ONLY.

This card is compiled from the official statements on file and/or additional investigation. For further information, phone 628-9211 — Sta 63415

BUSINESS LICENSE COMMISSION
Room 1165 Hall of Records, L.A. 90012

To be used only by person whose signature appears below:
Solicitor James A. Ciccolo
(Compare signature with your receipt)

Date Effective 9/20/73 Expires 8/31/74

(ANY ALTERATION OF THIS CARD IS A VIOLATION OF LAW)

ATTACHMENT B

SEC. 44.03. POWERS OF DEPARTMENT:

The Department shall have the following powers:

(a) To investigate the allegations of Notice of Intention, or any statement or reports;

(b) To have access to and inspect and make copies of all books, records and papers of such person, by or on whose behalf any solicitation is made;

(c) To investigate at any time the methods of making or conducting any such solicitation;

(d) To issue to all solicitors Information Cards which cards shall show:

(1) That same is issued as information for the public and is not an endorsement;

As Amended By Ord. #134.583

(2) The Department may pursuant to Section 44.20 of this Article, omit above provision and state that it endorses such charitable association;

(3) The pertinent facts set forth in Notice of Intention required under Section 44.05 of this Article;

As Amended By Ord. #134.583

(4) Any additional information obtained as shall in the opinion of the Department be of assistance to the public to determine the nature and worthiness of the purpose for which

the solicitation is made;

(e) To charge a fee for supplying Information Cards, at the rate of four cents per card; provided that when more than twenty-five cards are issued at one time for the same solicitation, the fee for all such cards in excess of twenty-five shall be one cent per card.

As Added By Ord. #134.583

(f) To waive the whole or part of any provisions of Section 44.03, 44.05, 44.06, 44.10, 44.11, 44.12, 44.13 and 44.15 excepting this subsection, for the purpose of meeting any extraordinary emergency or calamity;

(g) To request the return of Information Cards to the Department upon completion of solictation for which they are issued or at the expiration of the period for which they are valid;

(h) Upon receipt of additional information which, in the opinion of the Department, shall render incorrect any statement set forth in any such Information Card, the Department shall recall every such Information Card and amend or correct the same or issue in lieu thereof a new Information Card amended or corrected in accordance with such additional information, and that upon receipt of notification to return any Information Card for amendment or correction or new issue, as above provided, the association or person who filed the Notice of Intention for the solicitation for which any such card was issued must present such recalled Information Card to the Department within 48 hours from the time of receipt of said notification;

(i) To waive all conditions of this Article upon application of person filing Notice of Intention, in respect to Information Cards and filing copies of written authorization when a campaign or drive

for raising funds for any charitable purpose is given general publicity through the press or otherwise, and when more than twenty-five (25) persons serve as solicitors without compensation, if it shall be proved to the satisfaction of the Department that the publicity concerning the solicitation fully informs the general public and the persons to be solicited as to the facts required to be set forth on the Information Card.

(j) To enforce the policy of the City of Los Angeles, acting through the Department of Social Service, to encourage, through public education, publicity, and such other means of informing the public as the Department shall deem desirable and effective, support by the donating public in this City of those organizations conducting charitable solicitations within its limits which are so organized that at least one-half of the net proceeds collected within the City is expended as authorized by and under the direction of a Los Angeles area governing Board or committee which exists for the purpose of administering, supervising, or otherwise carrying on the solicitation and service activities of that organization in the area.

(k) To maintain a constant survey of the field of charities with regard to the need and the work being done in connection therewith; to avoid unreasonable, unnecessary or wasteful duplication of services; and to secure intelligent cooperation among all charities in the City to the end that a comprehensive and economical plan in philanthropy may be attained.

CITY, COUNTY AND UNITED WAY PARTICIPANTS

Gene Gordon,
Deputy City Attorney

W. D. Gore
Deputy Chief of City Police

George Story
City Citizens Assistant

. . . . . .

Leonard DePew
County Human Resources Agency

Bud James
Coordinator, County Law and Justice Agency

Terry Knoepp
Deputy County District Attorney

Robert Newsom
Captain, County Sheriff's Department

. . . . . .

Claude Townsend
Associate Executive Director, United Way of San Diego County

FUND RAISING ORGANIZATIONS
INTERVIEWED BY TASK FORCE I

A.I.D.
American Foundation for the Blind
American National Red Cross
Arthritis Foundation of San Diego County
B'Nai B'Rith, Shalom Chapter
Boy Scouts of America, San Diego County
Caridad Internacional
Children's Health Center
City of Hope, San Diego County
Combined Federal Campaign
Combined Health Agencies
Cub Scouts
Diabetes Association of Southern California, San Diego Office
Easter Seal Division of Children's Health Center
Girl Scouts, San Diego-Imperial Council, Inc.
Heart Association, San Diego County
Junior League of San Diego, Inc.
Leukemia Society of America
Lung Association of San Diego and Imperial Counties
March of Dimes National Foundation
Model Ex-Offenders, Inc.
Muscular Dystrophy Association of American, San Diego County Chapter
National Cystic Fibrosis Research Foundation, San Diego County Chapter
National Multiple Sclerosis Society
North Park Lions Club
Planned Parenthood Association of San Diego County
Pop Warner Junior Football League
San Diego County Safety Council
Scripps Memorial Hospital
Scripps Memorial Hospital Auxiliary
United Way of San Diego County
University Hospital Auxiliary

TASK FORCE I QUESTIONNAIRE

1. What is the general purpose of your organization? (Statement of purpose or goals)

_____

_____

_____

_____

2. Is your organization tax exempt under IRS Code 501-C3?

☐ Yes ☐ No ☐ Don't know

☐ Other _____

3a Does your organization have a process to measure progress towards goals or objectives?

☐ Yes ☐ No ☐ Don't know

b If yes, summarize briefly _____

_____

_____

_____

4. What resources are available to your organization in terms of personnel?

	Full	Part time
Staff		
Volunteers		

5a Do you have a program to communicate or work with other organizations involved in fund raising?

☐ Yes ☐ No ☐ Don't know

5b If yes, summarize briefly _____

_____

_____

_____

6. Is your organization operated on a ☐ fiscal or ☐ annual basis?

7. What gross amount of funds did your organization raise in fiscal/annual 1972?

Nationally (if applicable) $_____ Locally $_____

8. What portion of the money raised in the county is used locally? $_____

9a What is the approximate percent of income to your organization from the following sources?

	%	Mail	Face to Face	Telephone
Public campaign				
Membership drive				
Fees				
Endowments/memorials				
Sale of products				
Foundations				
AID				
CHAD				
CFC				
Contrib. club				
United Way				
Government grants				
Other				

9b Which of these sources has been most successful?

_____

c How do you determine what time of year to stage your fund raising events?

_____

_____

_____

d When do you stage your fund raising events?

_____

_____

_____

10. What criteria do you use to establish the amount of funds your organization needs to raise?

- [ ] Maximum possible
- [ ] Local needs
- [ ] Percentage increase
- [ ] Priority system
- [ ] National needs
- [ ] Other _____

11a Do you have any program for deferred giving?

- [ ] Yes
- [ ] No
- [ ] Don't know

b If yes, summarize briefly _____

_____

_____

_____

12. What are your fiscal/annual (dollar) and program goals for 1973/74?

_____

_____

_____

_____

13. Do you conduct any fund raising for capital improvements needs of the community?

☐ Yes ☐ No ☐ Don't know

14. What group or body within your organization influences where the available funds should go?

☐ Board of directors
☐ Allocations committee
☐ National allocation committee
☐ Other
☐ Community input
☐ Membership
☐ Staff recommendation

15a Do you have a public policy on allocative procedures?

☐ Yes ☐ No ☐ Don't know

b What processes are used to determine the allocation of available funds?

☐ Board of directors
☐ Allocation committee
☐ Designation
☐ Other _____
☐ Formula
☐ Priority

16. What programs or agencies do you fund? Total number _____

_____ _____
_____ _____
_____ _____
_____ _____

If lengthy, use attached sheet

17. What proportion of your budget is spent for (give percent)

- [ ] Administration/management
- [ ] Program services
- [ ] Fund raising
- [ ] Public relations/education
- [ ] Research
- [ ] Other _____

18. Do you require agencies receiving funds to present clear statements of goals, objectives and activities?

- [ ] Yes
- [ ] No
- [ ] Don't know

19. Do you identify potential users or uses of your funds or services?

- [ ] Yes
- [ ] No
- [ ] Don't know

20. Do you have provisions for individual designation in your fund raising efforts?

- [ ] Yes
- [ ] No
- [ ] Don't know

21. At what administrative level is the annual budget of your organization determined?

- [ ] Local
- [ ] Regional
- [ ] State
- [ ] National
- [ ] Other _____

22. Do you have a program to inform the community of your organization's functions and goals?

- [ ] Yes
- [ ] No
- [ ] Don't know

23. In what areas of your organization do you feel a need for assistance?

- [ ] Fund raising
- [ ] Administrative
- [ ] Allocations
- [ ] Other _____

24a Has your organization experienced any recurring obstacles in its efforts to raise funds?

☐ Yes ☐ No ☐ Don't know

b If yes, summarize briefly _____

_____

_____

_____

25a Has your organization experienced any recurring obstacles in its efforts to allocate funds?

☐ Yes ☐ No ☐ Don't know

b If yes, summarize briefly _____

_____

_____

_____

By Carl Bakal

In contributing $60 million a day to charities now, Americans are setting an all-time record for generosity—and for gullibility. Here are some tips for distinguishing the worthy causes from the unworthy

During a recent five-month period, one Long Island businessman found in his mailbox 93 requests for money from 54 different charities. Many of the solicitations were accompanied by "gift" items such as key chains, cookie cutters and miniature auto-license tags.

In addition, several times a week he answered his telephone or his doorbell to find someone soliciting money for some supposedly worthy cause. "In January it was the March of Dimes and the cerebral-palsy people, and in February the heart campaign and the blind," recalls the businessman. "Then in March the Red Cross, in April Easter Seals and cancer, and in May the Arthritis Foundation, with a lot of other diseases and causes in between."

Most people get this almost daily appeal for funds. And each one raises the question: how do you distinguish between the worthy and the unworthy organizations? It is an important question, because in 1972 alone Americans gave charities $60 million a day, or a total of nearly $22 billion, establishing an all-time record for generosity—and gullibility.

A classic example of gullibility was demonstrated by a wag in Memphis, who solicited for the "Fund for the Widow of the Unknown Soldier." In just a few minutes he col-

lected $11. (He promptly returned it to the red-faced givers.) In New York City a phony rabbi raised $75,000 for a nonexistent synagogue and school in Israel before he was arrested. In Westchester County, New York, a so-called "blind shop" sold $2000 worth of concert tickets for a benefit in its behalf before authorities discovered the shop to be a store that sold venetian blinds.

Other charities, though legitimate enough, often receive little of the money contributed in a fund-raising campaign.

- Several years ago in Washington, D.C., for example, the United Police Fund was launched "to aid the widows and orphans of slain policemen." In less than a year the fund, with the aid of an emotional solicitation letter signed by a Congressman, raised $140,121. Of this, the "widows and orphans" received $18,000. The rest went for "expenses, fees and a salaried employe."
- Not one penny of the $218,000 reportedly raised on a telethon in 1972 for the Foundation for Research and Education in Sickle Cell Disease has gone to that organization. The telethon promoters claimed that their expenses had exceeded donations by $78,000, but the Sickle Cell Foundation has charged that it was never provided with complete and accurate records.

It is not so much such marginal operations or outright frauds that gobble up most of America's charity dollars, however, as it is highly respected organizations. Many are efficiently run and dedicated to a real social need. But others, although equally sincere in purpose, are badly run or directed toward an outmoded or not particularly urgent need. It is not always easy to distinguish between the two. And reputation alone is no surefire guide to wise giving.

Most people, for example, know of the National Tuberculosis and Respiratory Disease Association (recently renamed the American Lung Association), a pioneer in the health-agency field and famous for its Christmas seals. The Association deserves ample credit for its role in helping reduce the prevalence and effects of active tuberculosis. In recent years the Association has added other lung diseases such as chronic bronchitis and emphysema to its program. But critics point out that although chronic bronchitis and emphysema are serious and prevalent, they cause significantly fewer deaths than several other diseases being fought with inadequate funds. They note, too, that assets of the Association and its chapters now exceed $55 million. Over 90 percent of these funds, most of which go for operating expenses, are in the hands of local chapters, not all of which, say the critics, are spending their funds to the best advantage.

A far greater offender is Disabled American Veterans, which keeps building its assets at the rate of over $3 million a year. Its accumulated excess funds in 1972 totaled nearly

APPENDIX "I"

$18 million. Only 16 percent of the $22 million DAV received was spent on its major function of counseling veterans.

Another charity that may have more money than it knows what to do with is Father Flanagan's Boys' Home, internationally renowned as Boys Town. In 1972 Omaha's Sun Newspapers revealed that although Boys Town had net assets of $191 million, primarily in cash and securities, it continued to receive some $25 million a year in public donations and investment income—about four times as much as it needed to take good care of its declining population of some 600 boys. Despite this, Boys Town last year sent out millions of poverty-pitched letters implying that it was in desperate financial straits. The organization's 1973 mailing was termed a "progress report" and didn't specifically ask for money; but it did close with the phrase "with heartfelt gratitude and thanks." Then, at Christmastime, it made an appeal for funds to help finance a new institute to be devoted to learning and communication for the boys.

Few people can fail to be moved by ads showing a starving orphan overseas, and asking help for the child. But how many would be so moved if they knew that in at least two agencies only a little more than half the money received actually goes for the support of the child. Fund-raising and administrative expenses, including cost of photographs and translations involved in correspondence with "your" child, take the rest.

And so it goes: the New York City division of the American Cancer Society has been criticized for offering help to "medically indigent cancer patients," when all too frequently its "help" is nothing more than referral to community agencies (which, in turn, are often unable to help); or the local chapter of the Easter Seal Society is refused a solicitation permit by the city of New Orleans because its fund-raising program is considered excessively expensive. How, then, is it possible to judge whether you are giving wisely?

Melvin Van de Workeen, executive director of the 53-year-old National Information Bureau (NIB), a private non-profit agency that evaluates charities, suggests that before you give to any organization you get the answers to these questions:

1. Does the organization operate with reasonable efficiency and use ethical methods of fund-raising, publicity and promotion? Never, says NIB, contribute in response to telephone calls from strangers until after you have received full details by mail. Say "no" to any organization that mails you an *unordered* item of merchandise, such as name-and-address stickers, key rings, medallions, neckties, greeting cards or similar "gifts." (In fact, don't even acknowledge or return the gift.) This method of fund-raising, intended to appeal to your sense of guilt, often costs more than 90 cents of

every dollar contributed. In contrast, the fund-raising and administrative costs of most health-agency members of the National Health Council range between 20 and 30 percent. (Exceptions: American Lung Association, 35; Epilepsy Foundation of America, 47.)*

2. Does the organization fill a legitimate need, with no avoidable duplication of the work of other sound organizations? Many organizations pass the fund-raising-cost test yet have completely ineffective programs and accomplish very little.

3. Is the organization governed by an active, responsible board, no member of which receives any compensation from the organization? Remember, a letterhead filled with big names doesn't necessarily mean much. Although many prominent people serve on charity boards with dedication, others accept board membership indiscriminately and may even be unaware of the true nature of the enterprise to which they are lending their names. Among those listed on the "honorary advisory board" of the American Kidney Fund (not to be confused with the National Kidney Foundation) are four Senators, four Congressmen, former New York City Mayor John V. Lindsay and entertainer Barbra Streisand. This fund asks for help to "pay for more kidney machines and more treatment for people with kidney failure." However, only five cents of every dollar raised has gone directly to help in this way.

4. Does the organization make available to anyone requesting them a budget and an annual report that includes an audit prepared by an independent certified public accountant? If it doesn't, be suspicious of it. Further, remember that even detailed financial data don't necessarily show that a charity is efficiently run. With no generally required uniform accounting procedures, annual reports often mask fund-raising costs under such euphemisms as education, public information, administration or program services.

Here's what I discovered, for example, when I investigated the Tulsa-based David Livingstone Missionary Foundation—the missionary arm of evangelist Billy James Hargis' ultra-conservative Christian Crusade Church of Tulsa, Okla. The foundation was formed in 1970 to help orphans, lepers, disaster victims and other unfortunates in various parts of the world. I wanted to know how much of the million dollars or more the foundation collects every year, mostly through mail solicitations, actually goes to the unfortunates.

When I visited Hargis last March he said he would tell me anything I wanted to know about the foundation's finances and handed me an

*Your local Better Business Bureau—or the Council of Better Business Bureaus, 1150 17th Street, N.W., Washington, D.C. 20036—will furnish free reports on many charities. And for an annual membership fee of $15, the National Information Bureau, 305 East 45th Street, New York, N.Y. 10017, will send you reports on any of some 500 national charity organizations (but not religious, fraternal or political organizations), indicating whether or not the charity meets NIB's basic standards.

APPENDIX "I"

unaudited report for the first ten months of 1972, which showed mail contributions of $1,794,000 and expenditures abroad of $702,000 on mission work. Hargis also gave me a sheet of paper with a breakdown of expenditures for the last ten months of 1972 in each country: $243,000 in India, $217,000 in Korea, $130,000 in the Philippines and so on.

But how was the money spent in each country? Hargis and the foundation's president, Jess Pedigo, gave me only vague data, none of it substantiated by any records. Pedigo told me that the foundation had made "an initial outlay of $4000" for an orphanage in Nasik, 130 miles south of Bombay, and planned to purchase a dozen acres of farmland there. The foundation's missionary in Nasik said he knew nothing about the orphanage. A check for $7000 that Pedigo told me had gone to Hong Kong to be used to "establish a church" actually went for a down payment on an apartment there for the foundation's missionary who, I learned, said there were no present plans to establish a church. All this, despite Pedigo's assurance that "all our work can endure the most careful scrutiny and come out with flying colors."

What protection against misinformation, then, do you have? Twenty-three states and the District of Columbia and several dozen cities do have laws regulating charities, but most of these are ineffectual, unenforceable or unenforced. There are no federal regulations, but Rep. Lionel Van Deerlin of California has sponsored a federal "truth-in-giving" proposal, which would require all organizations soliciting contributions through the mail to clearly disclose on the solicitation itself just how the contributions are to be used, and a detailed breakdown of fund-raising costs. Recently, the American Institute of Certified Public Accountants approved for its membership an audit guide establishing specific criteria, including full disclosure of all fund-raising costs. After June 30, 1974, if a charity refuses to accept these standards, it will not be given a "clean" audit statement by any certified public accountant.

On the theory that something is better than nothing, you may at times decide to give money to that starving orphan or agency for the handicapped anyway, even after you learn that only a small portion of your contribution will reach those in need. For if you do not give, the people in need may get no help at all.

In making your decision, however, remember: Money unwisely given may perpetuate an unworthy charity or even an outright racket. Money wisely given will not only reach those who need it most, but will also discourage incompetent or unethical charities or encourage them to mend their ways.

A barking dog is often more useful than a sleeping lion. —Washington Irving

APPENDIX "I"

LOCAL SOLICITATION PROBLEMS

Two recent examples of the problem that individuals face in this community are:

1. The National City Police Officers' Association is currently involved in a fund raising effort. The nature of this endeavor is a special event[1] utilizing the sale of tickets to a circus. The city ordinance specifies that fifty percent of the dollars raised must go to the charity or cause. The police officers intend to split the gate receipts with the circus on a fifty-fifty basis. However, when the additional costs of promotion are included, as this seems to be the intent of the law, the charity would receive substantially less than the fifty percent required by the ordinance. In fact, this case was presented in Superior Court resulting in an interpretation similar to the above description. The result of this case further points to several problems.

   a. The City of San Diego's current ordinance (No. 8691) has not been definitive in clarifying the law.

   b. Because this ordinance only covers the city, the Police Officers' Association has been conducting a telephone campaign, calling from outside the city to residents in the city. This again is contrary to the intent of the law and further points out the need for a county-wide ordinance.

---

1 Special event is defined by city ordinance rather loosely in Section 57.01.1 of Ordinance No. 8691 (new series).

c. The individual citizen is being deceived as to the use of his charitable dollar.

2. The attached advertisement appeared in local newspapers for the International Fund for Animal Welfare. The following findings were collected through a telephone interview.

a. Main office is located in Fredericton, New Brunswick, Canada (506/455-9773).

b. Branch office operated by two volunteers (Mr. and Mrs. Bill Brown) whose address appears in ads (28001 W. Oakland Road - Bay Village, Ohio) Telephone 216/871-5314; this is listed in the Browns' name only.

c. Mr. and Mrs. Brown place the ads for the organization and are reimbursed for the costs. Ads are prepared by the main office.

d. Organization started three years ago with one ad in the Cleveland paper.

e. Organization is tax exempt (verified by Officer Brown of San Diego City Licensing Department. This department had no further information on the agency).

f. Mr. Brian Davies is the executive director. There are four Canadian board members: Fred Beairsto, President; Marian Owen-Fekete; Gene Kinlock; Brian Davies.

g. The board makes decisions regarding financial matters.

h. The staff consists of three women in the Canadian office plus the executive director. The Browns work on a volunteers basis.

i. There is a membership (contributors) of 100,000.

j. Year ending December 31, 1972 the educational and fund raising expenses were $52,000; total income was $209,000. A more recent financial statement has not been issued.

k. The largest advertising campaign is during the first two months of the year. Anticipated newspaper ads for January and February will be $50,000. They use forty-two newspapers. All fund raising is done through newspaper ads. Ads are charged off to fund raising. A major part of the work is in distributing educational materials.

l. Cost of ads in "Los Angeles Times" $2,200; "San Diego Union" $880.

m. Mr. Davies does some travelling and expenses involve aircraft rental for seal observation, movie equipment, etc.

n. Organization wishes to promote tourism but are running into difficulties with Norweigian goverment. Helicopters are not allowed to land within a mile of the seals.

o. They hope to get one million signatures protesting the killing of seals. They feel this public

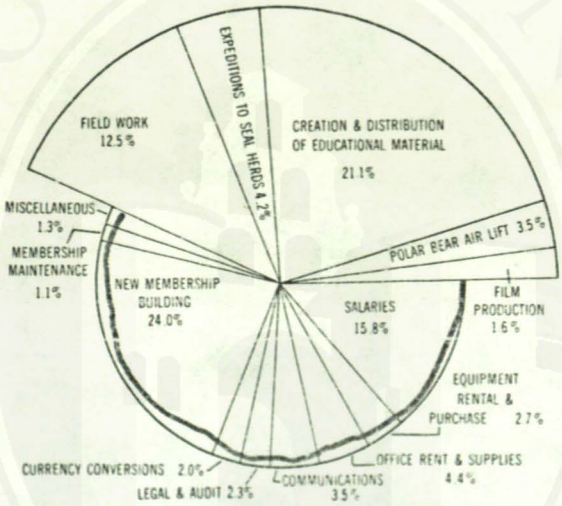
pressure will be of great help in halting the mass murders of these animals.

We also received a pamphlet indicating how funds they raise are used. This information indicates that of each dollar raised, less than fifty percent is used for programs and services. Their cost for raising funds alone is over twenty-four percent. As it can be seen, this financial data is not made available with the solicitation and the data presented in the "expenditures" section of the pamphlet is not definitive.

This is an excerpt from a pamphlet sent directly from the International Fund for Animal Welfare which deals with the expenditures of their fund raising.

EXPENDITURES

(COMBINED PERIOD 1971 AND 1972)



It is difficult to separate categories exactly, as there is a great deal of overlap from item to item. We believe, however, the above fairly represents our expenditures as indicated.

THIS BABY NEEDS HELP
YOUR SILENCE IS KILLING HIM

YOUR SUPPORT COULD SAVE THESE HELPLESS CREATURES

During the 1974 Harp Seal Hunt which takes place on the Front ice off the coast of Canada, over 120,000 baby seals can meet a violent and inhumane death. This may be most of the baby seals born there this spring. Thus the hunt is not only an immoral atrocity but ecological madness.

The beautiful baby harp seal is only a few days old—trusting, gentle and almost immobile when he is descended upon by the hunter and clubbed to death. Brian Davies, Director of the International Fund for Animal Welfare, wrote of the 1966 Gulf hunt, "The first thing we saw as we got off the government helicopter and onto the ice was a baby seal with a hunters knife in its belly. It raised its head and looked at us, quite obviously alive and fully conscious as it was being skinned. The look of terror in the eyes of that young mammal is with me still. We saw the evident distress of the mother seals as they nuzzled the warm carcasses of their dead babies." A full page color photograph of this horror was carried by LOOK Magazine, Nov. 4, 1969.

This is only part of the cruelty of seal hunting. Adult seals are shot and many escape to die a painful and lingering death in the dark waters beneath the ice. This is too high a price for intelligent animals to pay for the delight humans receive from wearing their skins and fur.

Should we not ponder these questions: Who has made the decision to slaughter them? Who has placed in one pan of the weighing scales the profitable skins and furs and in the other—the pitiful lifeless remains? Who has decided—who has the right to decide for the countless number of people who were not consulted and who value the beauty and existence of our wildlife?

The wealthy sealing industry has decided. The conflict is between the preservation of wildlife and the profits of a few men. We feel the basic question is — does an industry that depends on the wholesale slaughter of wildlife deserve to exist in the first place? Must we live in an era dominated by industry, in which the right to make a dollar at whatever cost is unchallenged?

Brian Davies has challenged the sealing industry and has dedicated the past eight years of his life to opposing the seal hunt. **It is generally recognized that his worldwide campaign led to the ban on Canadian commercial seal hunting in the Gulf of St. Lawrence in 1972 (The IFAW is now working to establish a National Park in this area). But the senseless bloody business continues on the Labrador Front with killers of a Norwegian dominated sealing industry involved. The IFAW does not want to abandon these unfortunate animals.**

Seals are killed for money. It is a tough fight opposing special interest groups. But there is power in numbers.

The slaughter begins again in March. Your help is needed now.

Won't you join Brian Davies in his fight to end the pathetic plight of the harp seals? PLEASE SIGN THE COUPON in protest to the Norwegian ambassador. PLEASE SEND A CONTRIBUTION (newspaper and TV coverage is costly but the only effective way to reach great numbers of people). SEND COUPONS AND CONTRIBUTIONS TO:

The International Fund for Animal Welfare (U.S.A.)
28001 W. Oakland Rd.
Bay Village, Ohio 44140

Your signatures will be presented to the Norwegian Ambassador by this Fund. Your contributions will be used to continue our fight.

Special Message: Letters, Wires, Telegrams are of great value and **may be sent directly to:** The Norwegian Ambassador, Hon. S. Chr. Sommerfelt, 3401 Massachusetts Ave., Washington, DC 20007

• ALL CONTRIBUTIONS SHOULD BE MAILED TO:
International Fund for Animal Welfare, (U.S.A.)
28001 W. OAKLAND RD.

TO THE NORWEGIAN AMBASSADOR
I Deeply Protest the Killing of
Harp Seals by Norwegians

SDC-DP

NAME _____

ADDRESS _____

CITY _____ STATE _____ ZIP _____

RESOURCE INDIVIDUALS

Capt. F. D. Armstrong, Jr.
Combined Federal Campaign

Maxine M. Coover
Executive Director, Combined Health Agencies Drive

W. R. Halley
Chief of Security, Campbell Industries
(Former San Diego City Police Officer, Licensing Bureau)

Albert A. Hutler
Fund raiser

Clark W. McElmury
President, Southern California Fund Raisers

Donald L. Morgan
Executive Director, United Way of San Diego County

Joseph F. Sinnott
Retired, San Diego Gas & Electric Company

Elizabeth B. Walter
Assistant Director - Campaign, San Diego County Heart Association

MEDIA PARTICIPANTS

Craig Ackerson
Cable TV

Mil Chipp
Union/Tribune Publishing Company

John Long
Cable TV

Peter Lund
KSDO Radio

EMPLOYEE CHARITABLE ASSOCIATIONS
INTERVIEWED BY TASK FORCE III

Atlas Hotels, Inc.
California Electric Works
Delta Air Lines, Inc.
Dorman's, Inc.
El Capitan Club
Escondido City Employees
First Federal Savings and Loan Association
Foodmaker, Inc.
General Dynamics Corporation, Convair Aerospace Division
Helix Irrigation District Office
Hughes Industrial Products
Hughes Tool Company Aircraft Division
Municipal Employees Civic Responsibility Organization
Nielsen Construction Company
Ratner Clothes Corporation
Rohr Industries, Inc.
San Diego County Employees Charitable Association
San Diego Gas and Electric Company
San Diego Independent, Inc.
San Diego Transit Corporation
San Diego Trust and Savings Bank
Solar, Division of International Harvester
Southland Corporation
Stromberg Datagraphix, Inc.
Town Talk Baking Company
Walker Scott Company

STUDY COMMITTEE ON FUND RAISING

P.O. Box 2671, San Diego, CA 92112, (714) 234-2423

James F. Mulvaney, *Chairman*
John K. Ruffner, *Staff Director*

CONTRIB ORGANIZATIONS' INPUT

1a Do you have a set of by laws or regulations that govern your club?

☐ Yes ☐ No ☐ Don't know

If so, please attach a copy

b How is your club structured? (Officers and functions)

_____

_____

_____

_____

c Is your club tax exempt?

☐ Yes ☐ No ☐ Don't know

2. What body within your club defines goals and objectives?

☐ Board of directors ☐ Special committee

☐ Club members

☐ Other _____

3. Indicate positions within the company that the individuals on the goal-setting body hold.

Indicate how many (total number) in each category.

☐ Management ☐ Supervisors

☐ Hourly employees

☐ Other _____

4. What criteria do you use to establish membership on the policy-making board?

- [ ] Seniority in club
- [ ] Seniority in labor
- [ ] Recommended by board member
- [ ] Recommended by employee
- [ ] Individual expressed interest
- [ ] Individual's knowledge of community
- [ ] Other _____

5. Do you have an established process to report the club's activities to the membership?

- [ ] Yes
- [ ] No
- [ ] Don't know

If yes, briefly describe this process

_____

_____

_____

_____

6. What resources are avilable to your club from the company in terms of:

a. Staff time _____

b. Employees _____

c. Corporate support

1. Financial _____
2. Administrative _____
3. Public relations _____

d. Other _____

7. Do you have a program to develop relations with other contrib clubs? (i.e., contrib club council, etc.)

- [ ] Yes
- [ ] No
- [ ] Don't know

8a What amount of funds did your club raise in 1972? $_____

b How many employees contributed? _____

How many did not contribute? _____

9a What types of fund raising methods does your club use?

- [ ] Annual appeal to all
- [ ] New employee solicitation
- [ ] Annual appeal to non-members
- [ ] Resolicitation of members
- [ ] Resolicitation of non-"fair share" (by your standards) givers
- [ ] Resolicitation of re-called employees
- [ ] Other _____

b Which of the above has been the most successful?

_____

c How do you determine what time of year to stage your fund raising events?

_____

_____

_____

_____

10. How are employees solicitated?

- [ ] New employee orientation
- [ ] Individual solicitation by personnel department
- [ ] Individual solicitation by department head
- [ ] Solicitation by club board
- [ ] Resolicitation upon promotion
- [ ] Other _____

11. What procedure is available to employees who want to contribute to the club?

- [ ] Payroll deduction
- [ ] Both payroll and cash
- [ ] Cash contributions
- [ ] Other _____

12. What is your fund raising goal for this year? (Dollar amount)

$_____

13. How is this goal established?

- [ ] Based on payroll and pay increases
- [ ] Percentage increase over prior year's donation
- [ ] "Fair share" giving by each employee
- [ ] Other _____

14. Does your club use a form for solictation?

- [ ] Yes
- [ ] No
- [ ] Don't know

If so, please attach a copy

15. What group or body within your organization decides how funds are to be allocated?

- [ ] Board of directors
- [ ] Allocation committee
- [ ] Membership of club
- [ ] Management
- [ ] Other _____

16. What policy or procedure do you follow in your allocation of available funds?

- [ ] Established formula
- [ ] Response to individual request
- [ ] Review of available funds
- [ ] Establishment of a priority system
- [ ] Response to employee requests
- [ ] Member designation
- [ ] Community needs
- [ ] Other _____

17. How are designations handled in your club?

- [ ] Included in general allocation
- [ ] Over and above the general allocation
- [ ] Other _____

18. What programs, projects or agencies did you fund? (In fiscal or annual 1972). Please list on an attached sheet. (For federated giving, list only the parent organization, i.e., United Way, CHAD, etc.).

19. Do you evaluate new requests for funds?

☐ Yes ☐ No ☐ Don't know

If yes, how is this evaluation done?

☐ Project review ☐ Membership recommendation

☐ Management recommendation ☐ Require clear statements of goals and objectives

☐ Other _____

20. Do you have a program to maintain club information and records systematically on a continuing basis?

☐ Yes ☐ No ☐ Don't know

21. How often are allocation of funds made?

☐ Annually ☐ As required basis

☐ Semiannually

☐ Other _____

22. Where are funds maintained until allocated?

☐ Checking account ☐ Bank savings account

☐ Certificate account (savings certificate) ☐ Credit union account

☐ Other _____

23a Do you maintain emergency funds for employees?

☐ Yes ☐ No ☐ Don't know

b Do you maintain emergency funds for agencies?

☐ Yes ☐ No ☐ Don't know

c If so, please summarize criteria regulating the disbursement of these funds.

_____

_____

_____

_____

24. Does your club have any referral service for your employees should they need services?

☐ Yes ☐ No ☐ Don't know

25. Do you require organizations asking you for funds to have a tax exempt status as a charitable organization?

☐ Yes ☐ No ☐ Don't know

26. What is the general purpose of your club? (Statement of purpose)

_____

_____

_____

_____