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CHANGING TIMES-APWA

ANNUAL REPORT

AMERICAN PUBLIC WELFARE ASSOCIATION

1313 East Sixtieth Street, Chicago, Illinois 60637

1963

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Report to the Board of Directors

LOULA DUNN

For APWA's Members and others interested in its work, PUBLIC WELFARE publishes the following report of highlights of the Association's activities for 1963.

THE year 1963 was one of many changes within public welfare, as well as in other facets of the nation's life which bear on public welfare. The reflections of these changes, and changes of its own as well, gave the American Public Welfare Association in 1963 the flavor and quality of changing times. A few of the factors of change: within public welfare itself, the organization of the new Federal Welfare Administration in the Department of Health, Education, and Welfare and the reflection of this in state agencies, the legislation and programming required for the implementation of the 1962 Public Welfare Amendments, the appointment during the year of more than 20 new state welfare administrators, the carrying out of the monumental eligibility survey of ADC were some;

developments in other areas which had a bearing on public welfare included the greater concern with the problems of poverty developed during the late President John F. Kennedy's ad-

ministration and given concrete impetus under President Lyndon B. Johnson, the surge toward improvement of civil rights, the generally increased growth in public awareness and concern about public welfare recipients and the conditions which produce dependency, a new vigor on the part of other national organizations in contributing to the understanding and solution of public welfare problems;

within APWA the stepped-up demands for its leadership brought on by these many changes required rapid shifts in programming and use of staff time, reassessment and refinement of policy, closer coordination of program activity was developed, three special projects were completed, and the resignation of its director for the past 14 years was received.

This report will attempt to recount briefly some major highlights of APWA's year in 1963 against the background of this general milieu in which Association activities were carried out.

SPECIAL

PROJECTS—ADC Study Project. As spreading interest developed during the year in determining the causes which underlie poverty and the need to receive public assistance, APWA's study of ADC, issued in May in the volume, *An American Dependency Challenge* made important contributions to knowledge in this area. Publishing of this report by Drs. Daniel O. Price and Elaine M. Burgess was the culmination of the study undertaken for the Association three years earlier by the Institute for Research in Social Science of the University of North Carolina. This study and report were made possible by a special grant from the Field Foundation.

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The findings of the study pointed emphatically to the important role of education as a deterrent to need for public assistance, and that lack of education and training tends to be repeated from one generation to another among persons receiving assistance. The pre-determining effect of race was also an important aspect demonstrated by study findings. Comparison of the results of this study and a similar one done under the same auspices in 1950 indicates inadequacy of improvement in the effectiveness of the ADC program in those 10 years. This 285-page book contains scores of facts on the characteristics of ADC recipients, why and how long they receive ADC, what happens when they leave ADC rolls, and other factual material useful to state and local welfare departments, researchers, professional and popular writers, schools of social work and sociologists, and others.

It was introduced at a press conference in Washington, D. C. on May 8, which was attended by representatives of local papers from many parts of the country as well as the Washington and New York press. Press coverage which followed was widespread and included considerable editorial comment as well as news reporting of it.

This study also effectively supplemented the material produced by the Congressionally-ordered study of eligibility in AFDC, which was reported in July. By the end of the year nearly 3,000 copies of APWA's report had gone to a wide variety of agencies, organizations, schools and others. Some public welfare departments were using material excerpted from the study for distribution to board members and staff to enlarge their understanding of this often-criticized assistance program.

Cooperative Project on Public Welfare Staff Training. The Field Foundation also made a grant to APWA, as a co-sponsor with the Council on Social Work Education, for the conduct of an institute for staff training personnel devised by the Bureau of Family Services and the Children's Bureau. The two federal bureaus were designated cooperating agencies in this effort to train personnel who are assigned to the job of developing and conducting training programs within state and local public welfare agencies. The institute was designed to add knowledge about teaching methods to their social work training. The Field Foundation financed this project with a grant of \$104,925 to the Association.

Those invited to attend represented all states and composed approximately half of all personnel then engaged in training activities in public welfare. The 79 actual participants represented 37 states and Puerto Rico. They attended a two-week concentrated course in February and returned for an additional week in May. The three-month interim allowed them an opportunity to apply and test the educational content gained in the first phase of the institute. They were asked to write a description of a training program they had planned and conducted for their own agencies during this period. These materials were analyzed and evaluated during the final session in May.

A two-volume report was published in November and distributed free to all institute participants, all state and county public welfare departments, schools of social work and chapters of the National Association of Social Workers, and the co-sponsoring and cooperating agencies' staffs. It contains the syllabi, bibliographies and supporting teaching materials pro-

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duced for the training institute. Any of these training materials may be reproduced without permission by non-profit organizations for staff training purposes, providing a significant contribution to the field. The project also produced two films for use in staff training. Similar institutes for training personnel will be conducted by the Bureau of Family Services and Children's Bureau into 1964, continuing the impact of the project.

Project on Aging. During the year, while Project I was drawing to a close with termination scheduled for February 15, 1964, Project II increased its tempo of activities. With this shift in these two Ford Foundation supported efforts, there was a modification in the emphasis of the Project on Aging. The earlier project, begun in 1959 to improve and increase services to the aging through public welfare, put emphasis this year on administrative aspects of public welfare services to the aging, specialist responsibilities and evaluative approaches. The new project is directed toward planning feasible programs for persons having responsibility for in-service training and community organization. These will involve administrative, supervisory, staff development and direct service personnel. A final seminar under Project I is planned to serve as a summarization of public welfare's assumption of increased responsibility for older persons. It will involve a group of representatives from previous seminars conducted by the Project to evaluate progress in the initiation or expansion of services, areas in which further attention is essential and directions in which the project can offer further assistance.

From its inception, 15 institutes and five co-sponsored seminars were conducted and 24 special publications issued under this first project. It also distributed 18 issues of the newsletter, *Aging Highlights*, stimulated special sessions on the aging at APWA regional and national conferences and made possible the participation of project staff members in scores of meetings of other national organizations, state welfare conferences and local and state meetings of both governmental and voluntary agencies.

Because of the focus on training which characterizes Project II, the Project Advisory Committee was reconstituted and enlarged. A final follow-up was expected in January, 1964 for the Denver project which was established to test an in-service training approach in casework services to the aging. A three-year project was begun in the fall in cooperation with the University of Chicago and Drexel Home, Inc., financed by contributions from APWA's Project on Aging, the Wieboldt Foundation, the University and the Home. The plan is to train a total of 18 caseworkers (with six tuition stipends and two maintenance grants for each of the three years) under a field instructor in the field of aging. It is believed that such emphasis on the aging will focus attention on its inclusion as part of the school curriculum, will provide a repository of current information for use by other faculty members, contribute to understanding of needs of older people, and increase the supply of knowledgeable personnel available to serve them.

A two-week institute on a simplified approach to casework conducted in South Dakota will be followed up in four counties by workshops and bi-monthly consultations. At the close of the year, several other projects in widely-separated areas of the country were under consideration.

When it met in December the Advisory Committee recognized some of the major areas in the field of aging still needing attention. The comprehensive

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discussion suggested new vistas and directions for training which are now under consideration.

Project on Public Understanding. Meeting in January, 1963 the Project Advisory Committee decided that the "shirtsleeve sessions" had proved highly useful and should be continued. After additional experimentation with two more "shirtsleeve sessions," the Project Advisory Committee, at its meeting in December, reached certain conclusions. There should be at least three more "shirtsleeve sessions" conducted in 1964, with the particular aim of involving as many as possible of the two-score newly appointed state welfare administrators, the Committee decided. It was also agreed that further consideration in future "shirtsleeve sessions" is needed before a plan can be developed for adaptation of this technique at the state level; additional efforts should be initiated, however, to extend the influence of the project to other areas.

One primary factor revealed by the exploration in the "shirtsleeve sessions" which have been held is that it will not be possible to achieve adequate public understanding of public welfare without rather widespread involvement of the lay public in public welfare. The committee recognized that APWA needs to give leadership in this area, beginning by adding lay people to its own board. Other areas of extension it was decided to explore were: a special session of selected participants from previous "shirtsleeve sessions" to consider how the knowledge produced in these sessions can best be utilized in future project activity; a filmed show by the National Educational Television Center using the "shirtsleeve session" format and participants selected from these groups; a week-long institute for reporters and writers who do welfare reporting to be developed in conjunction with a university school of journalism.

In cooperation with the Public Affairs Committee a pamphlet, *Public Welfare*, written by Emma Harrison of the New York Times was published in May. It was distributed both by APWA's Publications Department and the Public Affairs Committee and by the end of the year nearly 50,000 copies were out. The project sent complimentary copies to both agency and individual members, public welfare board members and a number of both state and local welfare agencies, distributed copies to committees, various community leaders and key legislators. In the last four months of the year, eight welfare organizations and schools of social work used the print of the documentary film, "Battle of Newburgh" which the project purchased from the National Broadcasting Company.

CONFERENCES—Conference attendance increased in 1963 over 1962 and was highlighted by the largest attendance in the Association's history at the National Biennial Round Table Conference, December 4 to 7. Total conference attendance at the regionals and biennial for the year was just under 5,000. In spite of this, however, it was recognized by the Board of Directors that conference attendance has not been increasing at a proportionate rate to the increase in personnel in public welfare agencies. At the same time, the number of meetings in states and regions which involve public welfare people has been proliferating. These and other considerations led the Board to careful consideration of whether the time had come for revision of the schedule of regional conferences, presently held every year. After discussion involving various proposals for change, the Board authorized the president to appoint a committee to study the scheduling of conferences, the allocation to the host states for conference expense, and registration fees.

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The regional conference manual provided to host states for use in planning the conferences was revised and improved. At the request of the State Public Welfare Commission, the State of Utah was transferred from the Mountain States Region of APWA to the West Coast Region.

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SPOKESMAN

—The growth in public awareness and concern, and the more vigorous interest in public welfare on the part of other organizations noted in the beginning of this report were reflected in the involvement of APWA with other groups and organizations. This has been an increasing development in recent years, as noted in previous annual reports, but in the last year the demands on the Association from other areas were greater than ever. The Association worked closely with professional and other groups, international, national, federal, state and local, in these categories: the 13 government-related organizations housed in the same building as APWA; 13 in the health field; 20 in social welfare; 15 federal departments, bureaus, commissions and committees; 12 universities; 15 other associations or groups from the fields of business, labor, church, law, correctional, civic and community affairs. The total was nearly 20 more than in the previous year, and does not include the numerous groups and individuals where contact was limited to answering inquiries or supplying information. Participation ranged from service on boards and committees to assisting in program planning or taking part as speakers, institute leaders and in other roles in conferences and meetings, but in all instances the Association's representatives provided the viewpoint of public welfare and served as its spokesman. The increase in these contacts was a reflection of the spreading recognition of the importance of the contribution which public welfare has to make in many divergent areas of national life.

Washington Branch Office. As it has for many years, APWA's Washington office continued to provide direct and immediate communication to both agency and individual members concerning developments on the Washington scene with important bearings on public welfare developments in legislation, programming and administration. It sent out to all agency and individual members and subscribers nine issues of *Letter to Members* (one devoted to the resignation of the Director) and a number of memos to state administrators, members of the Board of Directors and Public Welfare Policy Committee. The Association had witnesses at hearings or filed statements with Congressional committees on such subjects as the following: aging, youth employment, special provisions for the aged in the tax bill, amendments to Title V of the Social Security Act on maternal and child health, crippled children's services and mental retardation, the National Service Corps, and appropriations for the Department of Health, Education, and Welfare. In addition there were numerous replies to requests from Congressmen and Congressional staff for specific information, and other contacts with Congressional and administrative departments' offices. These included delivery of copies of the ADC study, *An American Dependency Challenge* to all members of the subcommittees on appropriations in both houses.

While members of the Board, the Association and its committees frequently represented APWA and acted as spokesman for public welfare, with the increased demand for this function of the Association it also necessarily required increased activity on the part of the staff in this area. Staff members, therefore, provided additional service on this, as well as continuing their responsibilities for staff service to councils, committees, conferences, consulta-

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tion and answering of inquiries. Along with preparation of sessions for the national biennial conference, it added up to an extremely busy year for the Association's staff of 10 professional workers and Director. This was reflected in the workloads of administrative and clerical staff, for whom there was a newly inaugurated in-service training program in 1963. A new personnel manual was also issued during the year.

STATEMENT OF

POLICY—Federal Legislative Objectives. This basic platform of APWA policy was reviewed, as it is annually, and revised according to current conditions and present needs. Revisions were worked out by the broadly representative Public Welfare Policy Committee and adopted by the Board of Directors with some adjustments. As soon as they were in print they were made available to all members of APWA, other national agencies and organizations, all state governors, federal bureaus and departments and to state legislative bodies as well as Congressional Committees and staffs on request. More than 16,000 copies were distributed. Continually updated as they are, the *Objectives* provide a current guide for evaluation of legislative proposals as they come up, useful not only to public welfare agencies but all concerned with public welfare programs.

Statement on Equal Opportunity. APWA's legislative objectives have always clearly supported principles of providing public welfare services to all citizens without discrimination of any kind. In the light of current emphasis on civil rights, however, the Association prepared and issued a special statement of policy on equal treatment and opportunity. It was approved by the Board of Directors at its December meeting and released immediately to the press. The statement declared that "... a democracy has the obligation to assure to all persons in the nation, without regard to race, color, creed, or national origin, full and equitable opportunity for family life, healthful living, responsible citizenship, and maximum use of their potentialities"; and that "... public welfare programs should provide effective services to all who require them, including financial assistance and preventive, protective, and rehabilitative services; these services should be available on the same basis to all persons without regard to race, color, creed, national origin, residence, settlement, citizenship or circumstances of birth."

NATIONAL

COUNCILS—State Public Welfare Administrators. The Council is a forum through which all state administrators exchange views and information, and also an instrument for them to maintain liaison with top administration and policy levels of the federal agencies. This opportunity for free and direct discussion of current issues has proved to be of great value. The Executive Committee of the Council met in Washington with representatives of DHEW twice during the year. The regular biennial meeting of the Council was held in connection with APWA's Round Table Conference in December and a special meeting was held in Cleveland during the National Conference on Social Welfare Forum in May. There were regional meetings of the Council at all APWA regional conferences. All these meetings facilitated greater coordination of efforts in the total field of public welfare.

Local Public Welfare Administrators. There was increased interest in the regional meetings of the Council in 1963, due to the content of programs and

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efforts by Regional Representatives to stimulate attendance. In several regions joint meetings were held with public information and public relations personnel, staff development personnel or public welfare board members. The two sessions of the Council at the Round Table Conference provided lively consideration of two currently pressing problems: automation and the problems it poses for local administrators; the challenge facing the local administrator for mobilizing community resources. This Council also met during the National Conference on Social Welfare Forum, and its chairman spoke at several APWA regional conferences. In their various sessions during the year, local administrators expressed awareness of the need to develop a clearing house of information specifically for this group and the desire for more direct material of the kind now relayed in memos from the Washington office to state administrators.

State Directors of Programs for Children and Youth. At the end of the year, 44 out of the 53 states and territories were represented in the Council in spite of a sizable turnover in the potential membership. (In four of the nine jurisdictions not represented, this position was either vacant or only very recently filled.) In addition to regional meetings at five of the six APWA regional conferences, meetings of the Council were held in Chicago and Washington, D. C. in connection with other national meetings. Several members also represented the Council and APWA at the National Conference on the Problems of Rural Youth in a Changing Environment, for which APWA was represented on the planning committee. Provisions of the 1962 Public Welfare Amendments were topics of major interest whenever the Council met, especially means for expanding day care services, achieving full coverage in child welfare services, coordination of child welfare and aid to families with dependent children and strengthening programs for recruiting, training and utilizing staff. The Council has encouraged effective working relationships with such groups as the National Council of Juvenile Court Judges, the Council of State Governments and the Adoptions Committee of the American Bar Association.

Field Representatives. Attendance increased at the six regional conference meetings of the Council, sparked by programs of unusual interest developed by the regional representatives and their committees. Most frequently chosen topic was the field representative's responsibility in relation to the 1962 Public Welfare Amendments. Other topics featured were the roles of the field representative in staff development, in the manpower situation, and in community planning. The Round Table Conference meeting attracted the largest attendance in the history of the Council when the group heard a Pulitzer prize-winning reporter and author speak on "Let's Tell and Not Sell Poverty."

Public Welfare Board Members. The important role of lay members of public welfare boards and advisory committees was the focus of meetings of this Council in 1963. Highest attendance of the six meetings held at the regional conferences was 58 at the Mountain States regional. These citizen leaders also discussed the importance of board members' participation in community planning for improved public welfare services in their local areas. The Council session at the Round Table Conference especially stressed the responsibility of the board member as interpreter of the public welfare agency to the public and of public attitudes and concerns to the agency. Twenty-two public welfare board members from middle-sized communities participated with their local administrators in two seminars reported in publications released

by the Project on Aging in 1963, and several were participants in the "shirt-sleeve sessions" conducted by the Project on Public Understanding. A memorandum from the chairman of the Council calling attention to APWA conferences, the annual report and the Public Affairs pamphlet, and enclosing a membership application, was sent to 3,250 public welfare board and advisory committee members and former public welfare board members in 40 states.

STANDING

COMMITTEES—Aging. In addition to the usefulness of this committee as a forum for discussion of significant developments affecting the welfare of aging and services for them, a number of activities were developed by subcommittees. A suggested guide for weighting and classification of old age assistance cases, with a form and instructions, was mailed to all state public welfare administrators. It is hoped this will prove a useful tool in evaluation of services needed by each individual recipient, an aid in in-service training, and of assistance in estimating expenditure of caseworkers' time. A questionnaire prepared for use by state and local public welfare agencies in relation to this committee's "Guide Statement on Protective Services for Older Adults" was made available to the Bureau of Family Services of DHEW, at its request, for use in determining the number of older persons throughout the country receiving public assistance for whom guardian or substitute payees are utilized.

Responsibility for final completion of an agency self-evaluation guide on services to meet the needs of older persons served by state and local public welfare agencies was turned over to the Project on Aging by the subcommittee which drafted it. Following experimentation, and before publication, the document is to be approved by the overall committee. Two existing policy statements on the aging were designated obsolete after review by the Editorial and Publications subcommittee. It also recommended that a pamphlet on nursing home care be updated. A subcommittee on Social Care Homes was appointed to undertake development of guidelines on the kinds and levels of care needed for a variety of individuals in three types of settings: Family care or boarding homes; social care homes or homes for the aged; nursing homes.

Medical Care. Ways of improving medical care for public welfare recipients under existing programs were the concern of this committee. The committee acted as a forum for the exchange of information on new developments and methods for effective implementation of medical assistance programs, including Medical Assistance for the Aged. Among its other activities was the completion of preparation of a "Guide Statement on Evaluation and Treatment Services in Aid to the Blind Programs," approved by APWA's Board of Directors, and to be printed in the April 1964 issue of PUBLIC WELFARE. At the joint request of this committee and the American Public Health Association, a policy statement on Dental Care in Public Assistance Programs was obtained from the American Dental Association for the guidance of health and welfare agencies. The Committee also was working with APHA to clarify relationships between health and welfare agencies in the field of medical care for the needy and to update the existing joint statement on this subject in relation to current developments and new viewpoints. A statement on the role of public welfare in mental health, initiated by this committee and the Committee on Services for Children and Youth, is in the process of development by all the

program committees of APWA. The committee continued its co-sponsorship of an institute on Administration of Medical Care for the Needy, conducted annually since 1961 by the School of Public Health of the University of Michigan.

Membership. Membership efforts continued through active committees in many of the states. Their work was supplemented by special membership drives in two of the national councils, field representatives and public welfare board members. On the recommendation of the National Membership Committee all committees changed the focus of their efforts in 1963 by directing attention to one group of potential members each month, such as state and local welfare board members, schools of social work and undergraduate students and faculty, top key personnel in agencies, etc. Special emphasis was also put on upgrading regular membership to supporting, sustaining and contributing levels. At the end of the year there was a net increase of 99 individual members in the Association. While there was a net loss of 13 agency members, this reflected a loss of 30 from one state but growth in other states.

Public Welfare Policy. As noted earlier in this report, this committee is responsible for drafting revisions in the Association's *Federal Legislative Objectives* each year. More broadly, however, it is the Association's arm for continuing review of issues and developments of general significance in the field of public welfare. Because it is widely representative of public welfare leadership throughout the country, it brings a rich background of responsibility and experience to these deliberations. In the forefront of its concerns in 1963 were questions related to the implementation of the 1962 Public Welfare Amendments, and the committee's discussions contributed substantially to clarification of a number of these points.

In recognition of the important relationship between population growth and public welfare, a subcommittee was appointed to study whether a position should be taken by the Association on the subject of family planning. The subcommittee on Emergency Welfare Services in Civil Defense continued to provide liaison with DHEW on these matters and also initiated communications with the Department of Defense and the Office of Emergency Planning in regard to strengthening of this program.

Revisions in the *Federal Legislative Objectives* included addition of an introductory paragraph explicitly delineating the relationship between dependency and other social and economic conditions and the inter-related responsibility of public welfare and the community in combating dependency. Language was strengthened also at a number of points to reaffirm the Association's basic concern for the protection of the rights and opportunities of all persons.

Services for Children and Youth. This broadly representative group concerned with issues affecting continued development of public social services for children and youth had 45 members representing 29 states and territories (almost equally divided between persons from state and local agencies), seven national voluntary agencies, three federal agencies and one school of social work. General attention was given to broad and serious problems such as poverty and dependency, juvenile delinquency and youth crime, school dropouts and youth unemployment. Specific study and discussion were devoted to needs and developments in interstate and intercountry placement of children, research and demonstration in child welfare and physical abuse of children.

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The committee initiated also a program of discussion on nationwide experience in implementation of the 1962 Public Welfare Amendments, including developing trends and major problems. This study reaffirmed the great effort and extensive services which will be required to achieve the goals of this federal legislation.

In addition to its joint work with other committees on a policy statement on the role of public welfare in mental health, the committee approved the outline developed by a subcommittee for another statement on the responsibility of public welfare in relation to mental retardation. It also decided to consider means by which this committee might assist with more adequate interpretation of the need for and values of day care, and to explore various means for improving the financing of child welfare services.

Social Work Education and Personnel. An increase in the size of the committee provided for broader representation from federal, state and local public welfare agencies, schools of social work and national voluntary social welfare organizations. During the year the committee heard and discussed special reports on a number of projects and activities, both within APWA and by other groups, related to staff recruitment and training. One subcommittee, continuing its emphasis on preparing guide materials for program planning in staff development, completed two guides: "On-going In-Service Training" and "Use of Short-term Educational Resources." A second subcommittee had in process at the end of the year guides for orientation and training of non-social work staff in public welfare agencies. It will give priority to preparation of training guides for the receptionist position because of the importance of the applicant's first contact with the agency. A third worked on a descriptive job statement on the functions and qualifications of the staff development director in a public welfare agency. Another subcommittee which undertook the collection of information about the use of various levels of workers was considering the position classifications and task assignments to caseworkers and case aides. It was decided to give early priority in 1964 to consideration of ways to organize the committee to carry out its functions and goals more effectively and expeditiously.

SPECIAL

COMMITTEES—Awards. This committee recommended the following selections, approved by the Board of Directors, for APWA's two awards presented at the National Biennial Round Table Conference: W. S. Terry, Jr. Memorial Merit award to Dr. Ellen Winston, U. S. Commissioner of Welfare; Howard L. Russell Memorial Merit award to Elisabeth Tuttle, Director of ADC Project, Cuyahoga County Welfare Department, Cleveland, Ohio.

By-laws. A special committee was authorized by the Board to study the adequacy of the Association's by-laws to meet current needs. Its suggested revisions were submitted to the membership and adopted by mail ballot. The changes involved updating and clarifying the duties and responsibilities of the Board, the President and the Director.

PUBLICATIONS—Seven new publications, plus a new recruitment pamphlet, were issued during 1963. Three of these were financed under the Project on Aging, one by the ADC Study Project and one by the Project on Public Understanding in cooperation with the Public Affairs Committee. A total of

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34,954 publications, both new and old, were sold in 1963 compared with 18,507 in 1962. (12,000 of the 1963 total were the Public Affairs pamphlet.) Income from publications, other than the *Public Welfare Directory*, was approximately 10 percent greater than in 1962. In its second year in its new format, the *Directory* sold 3,015 copies, a new record high. There was also an increase in subscriptions to the journal, PUBLIC WELFARE, and *Letter to Members*. Publication promotion mailing lists, newly brought up to date and expanded, reach a total of 9,000 names. Increased emphasis was placed on the public information function of supplying material and information to inquiries from public welfare staffs, high schools and colleges, civic and church groups and those developing community service projects. Annual reports from 32 state and local welfare departments were reviewed and commented on, in addition to correspondence with public relations and public information personnel in welfare departments regarding their published materials.

FINANCES

Growth in Association activity of course has been reflected in increasing costs of operation. The budget for 1963 was the highest in APWA's history and the income for general operations for the first time exceeded \$400,000. Income from both individual and agency memberships was higher than it had been budgeted, as were also publications' income and income from advertising in the journal. Some special project grants allow for costs of administration and reimbursed project administration helped also to swell the Association's income for the year. Sales of *Public Welfare Directory*, greatly stimulated the year before by the new format, continued to grow and totaled \$1,540 more than in 1962. Income from other publications likewise was up by almost \$3,500 and advertising income went from nearly \$2,400 to almost \$3,000.

Total expenses for general operations of the Association came to \$307,187.64. Total income for general operations was \$400,344.56, leaving a balance of \$93,156.92. Expenditures on special projects for other than administrative costs amounted to \$229,297.10. Since the ADC Study Project and the staff training project were both completed during the year and Project I on Aging would terminate early in 1964, however, income from administration of grants would be expected to be lower in the coming year, unless new project grants are secured.

AN ASSESSMENT OF CHANGING TIMES

The purpose of an annual report is to record significant activity of an organization in the preceding year and to reflect the effects of that year's

events on the development and direction of the organization. It serves as a benchmark, to record where the organization stands at a given point in time and to indicate what the trends for the future seem to be. This particular report also appears at a time of change in executive leadership of the organization, so that it marks a point of transition in APWA beyond the usual step from one year to the next.

To get a full sense of the flow of change, growth, development and adaptation to changing needs and conditions which have characterized APWA one must review the annual reports of the Association over a period of several years. Taken together, they record, year by year, a fascinating story of the life and character of this organizational entity, much like a biography of an individual.

These reports reflect the Association's gradual extension of services to the field, as one by one specialists in medical care, children and youth, personnel and training, aging, publications and information joined the slowly growing staff.

But back of these was a steadily growing membership, offering continually strengthened support to the Association and enriching all its activities by a widening base of representation from all segments of the public welfare field. In the last 14 years total membership has increased 67.5 percent, with agency membership up by 294 percent. Income from membership has gone up 422 percent, from \$35,348 in 1949 to more than \$185,000 in 1963.

This membership support not only made it possible to extend and improve APWA's services to the public welfare field through enlarged staff, it was also a major factor in obtaining foundation

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grants for special projects which would further enlarge services to public welfare departments and agencies. Since 1949 more than \$2,000,000 has been received from these sources. Over the years this has made it possible for the Association to initiate work in the fields of child welfare, aging, medical care and interpretation; undertake special projects or research such as the study of ADC families and that on Public Assistance Medical Care; conduct institutes and seminars in a wide range of subjects for people of various skills and disciplines; and in many other ways to provide stimulation and enrichment to the public welfare field. Also, the Association's publications program has grown several times in size over these years and been greatly upgraded in quality.

These annual reports chronicle also a growing influence by the Association outside the public welfare field. They reveal that as the years ticked by, APWA's contacts and involvement with organizations and groups in many other fields were also steadily growing. Its role as national spokesman for public welfare was growing in prestige and usefulness. Its voice was growing in influence and persuasiveness.

All the vitality and growth of this organization mirrored in this series of reports could occur only because of a convinced and dedicated membership constituted of a fine cross-section of public welfare people and people interested in public welfare. Over the years, an ever-increasing number of them have been actively participating in APWA

activities through its conferences, committees, councils, institutes and other meetings, as well as special assignments for the Association.

In assessing the road over which the American Public Welfare Association has come and where it stands today, some inferences as to its future course may be drawn. It seems abundantly clear that there will be no diminution of the need for or the usefulness of APWA. On the contrary, there is little doubt that the demands on it will be increasingly greater as the nation as a whole comes to grips with the basic problems posed for society by dependency and poverty amidst plenty.

A growing public demand for more direct involvement in efforts to deal with the problems which for too long have been left to public welfare alone to deal with may well demand adjustments in the Association's role and perhaps even its structure. The many changes cited at the beginning of this report will, inevitably, necessitate adjustments of program to adapt to changing needs. It would seem that in the next few years flexibility and adjustability may be primary qualities for APWA's broad membership and staff to cultivate.

But so long as APWA continues to hold fast to the conviction which has always been its guide—that the welfare and maximum functioning of the people of this country are its ultimate goal and purpose—it can only grow in usefulness and importance to the nation.

AMERICAN PUBLIC WELFARE ASSOCIATION—FINANCIAL STATEMENT FOR 1963

GENERAL OPERATIONS

Income	
Balance Forward	\$ 45,000.00
Membership Dues	216,780.31
Publication Sales and Advertising	48,263.30
Conferences	21,531.75
Surveys and Consultation Service	6,057.04
Other	62,712.16
Total Income	\$400,344.56
Expense	
Salaries	\$178,759.44
Social Security Contribution	3,805.72
Staff Retirement	5,283.96
Office Expense	21,444.19
Building Service	16,746.06
Travel*	3,270.17
Dues and Library	1,560.93
Publications	41,377.96
Membership Maintenance	7,066.89
Accounting Service	3,385.00
Conferences	21,653.05
Committee and Council Work	2,834.27
Total Expenses	\$307,187.64
Excess of Income over Expense	93,156.92
Less Transfer to Working Capital	11,456.92
Balance Carried Forward	\$ 81,700.00

SPECIAL PROJECTS

Aging Project—I	
Balance Forward (Ford Foundation)	\$109,930.15
Expense	104,126.21
Balance	\$ 5,803.94
Aging Project II—Training	
Balance Forward	\$118,698.74
Ford Foundation	130,000.00
Total Income	\$248,698.74
Expense	29,202.84
Balance	\$219,495.90
Aid to Dependent Children Project	
Balance Forward (Field Foundation)	\$ 16,181.36
Expense	16,181.36
Balance	\$ 00,000.00
Expanding the Public's Understanding of Public Welfare	
Balance Forward (Field Foundation)	\$ 63,315.90
Expense	23,661.47
Balance	\$ 39,654.43
Cooperative Project on Public Welfare Staff Training	
Balance Forward (Field Foundation)	\$102,881.77
Expense	102,881.77
Balance	\$000,000.00

SUMMARY OF FUND BALANCES AS OF DECEMBER 31, 1963

General Operations	\$ 81,700.00
Working Capital	32,798.18
Aging Project I	5,803.94
Aging Project II—Training	219,495.90
Expanding the Public's Understanding of Public Welfare	39,654.43
Total	\$379,452.45
Balances Represented by:	
Cash on Deposit	\$ 46,606.95
U.S. Securities (at cost)	360,875.00
1313 Building Certificates of Investment (at cost)	4,944.45
Imprest Funds	3,018.60
Less Deferred Income, Funds Held in Trust, Contractual Liability, Accounts Payable	35,992.55
Total	\$379,452.45

*Does not include travel expense charged to Conferences, Committee and Council work, and Special Projects.

AMERICAN PUBLIC WELFARE ASSOCIATION

AN ANALYSIS OF INCOME FOR YEARS 1931-63

Year	Foundation General Grants		Membership Income				Other ² Income	% of Gen'l Income	Total General Income	Foundation Special Grants ³	Total Income
	Amount	% of Gen'l Income	Individual	Agency	Total	% of Gen'l Income					
1963	\$—————	0%	\$66,392.40	\$150,387.91	\$216,780.31	54%	\$183,564.25	46%	\$400,344.56	\$130,000.00	\$530,344.56
1962	—————	0	63,092.00	141,498.69	204,590.69	61	129,229.92	39	333,820.61	334,925.00	668,745.61
1961	—————	0	65,599.60	116,151.96	181,751.56	59	124,279.33	41	306,030.89	195,000.00	501,030.89
1960	—————	0	56,086.15	110,202.78	166,288.93	61	104,465.27	39	270,754.20	120,000.00	390,754.20
1959	—————	0	56,092.34	105,679.76	161,772.10	69	74,263.45	31	236,035.55	138,971.00	375,006.55
1958	2,500.00	1	49,511.87	100,952.54	150,464.41	72	56,482.57	27	209,446.98	35,000.00	244,446.98
1957	5,000.00	3	46,428.25	86,980.73	133,408.98	68	56,999.65	29	195,408.63	78,412.00	273,820.63
1956	8,000.00	4	42,681.50	82,202.30	124,883.80	66	57,188.14	30	190,071.94	—————	190,071.94
1955	12,500.00	7	38,530.95	75,302.75	113,883.70	62	55,745.60	31	182,079.30	10,000.00	192,079.30
1954	—————	0	38,409.05	65,986.03	104,395.08	70	45,754.81	30	150,149.89	17,591.41	167,741.30
1953	—————	0	32,393.18	58,017.51	90,410.69	65	48,528.58	35	138,939.27	42,408.59	181,347.86
1952	—————	0	32,788.26	51,662.84	84,451.10	72	32,689.17	28	117,140.27	20,000.00	137,140.27
1951	—————	0	26,699.23	43,338.26	70,037.49	73	25,266.19	27	95,303.68	23,500.00	118,803.68
1950	—————	0	28,117.06	31,688.94	59,806.00	64	33,595.67	36	93,401.67	23,500.00	116,901.67
1949	13,400.00	16	20,026.67	23,721.17	43,747.17	53	25,671.69	31	82,819.53	500.00	83,319.53
1948	27,400.00	35	17,102.53	17,258.09	34,640.62	44	16,598.92	21	78,459.54	5,000.00	83,459.54
1947	44,000.00	51	17,247.74	10,281.00	27,528.74	32	14,627.76	17	86,156.50	10,000.00	96,156.50
1946	36,000.00	53	16,281.96	8,271.00	24,552.96	36	7,520.30	11	68,073.26	—————	68,073.26
1945	33,000.00	54	11,951.75	6,176.25	18,128.00	30	9,535.91	16	60,663.91	2,500.00	63,163.91
1944	37,000.00	62	11,009.33	5,438.00	16,477.33	28	6,019.37	10	59,466.70	—————	59,466.70
1943	42,500.00	69	9,209.08	4,730.00	13,939.08	23	4,650.24	8	61,089.32	—————	61,089.32
1942	47,500.00	73	7,870.57	3,970.00	11,840.57	18	5,989.99	9	65,330.56	17,500.00	82,830.56
1941	55,000.00	81	5,646.12	1,854.00	7,491.12	11	5,373.25	8	67,864.37	42,400.00	110,264.37
1940	55,000.00	71	5,195.15	1,499.17	6,694.32	9	16,007.84	20	77,702.16	42,200.00	119,902.16
1939	55,000.00	80	4,557.07	1,275.05	5,832.12	9	7,634.80	11	68,466.92	4,800.00	73,266.92
1938	24,703.24	46	4,545.18	1,385.05	5,930.23	11	23,591.68	43	54,225.15	35,000.00	89,225.15
1937 ¹	25,296.76	62	—————	—————	9,293.68	23	6,012.37	15	40,602.81	95,931.29	136,534.10
1936	17,500.00	58	—————	—————	4,638.85	15	7,981.88	27	30,120.73	53,783.14	83,903.87
1935	20,000.00	62	—————	—————	3,353.22	10	9,089.53	28	32,442.75	43,750.00	76,192.75
1934	25,000.00	91	—————	—————	2,519.25	9	—————	—	27,519.25	—————	27,519.25
1933	25,000.00	96	—————	—————	912.00	4	—————	—	25,912.00	6,000.00	31,912.00
1932	20,000.00	97	—————	—————	637.00	3	—————	—	20,637.00	—————	20,637.00
1931	20,000.00	95	—————	—————	239.00	1	—————	—	20,239.00	—————	20,239.00

¹1½ years—July 1936 to December 1937, change in fiscal year.

²Other income includes balance forward from the preceding year, publications, conferences, consultation, and miscellaneous income.

³Does not include balances forward from preceding year.