

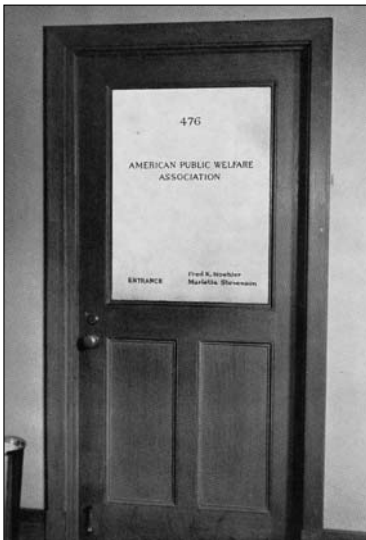
*Reflections of 75 Years*

**75** **APHSA**  
American Public Human Services Association  
**Years of**  
**Excellence in Public**  
**Human Services**

NATIONAL SPRING CONFERENCE  
March 20–23, 2005 • Washington, DC

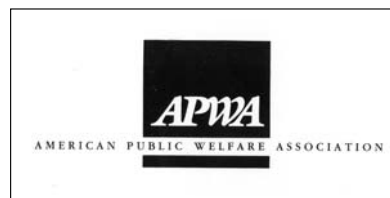
# Historical Review

## 75 YEARS OF EXCELLENCE IN PUBLIC HUMAN SERVICES



**S**ince its founding in 1930, every 25 years, the association has taken a moment to step back and assess its origins, accomplishments, and future direction. This year marks another such milestone and it is appropriate and fitting that we review and assess where we've been, how far we've come, and what progress we've made. The history of the association mirrors the course of public human services in the United States, reflecting such major events as the signing of the Social Security Act in 1935 to reauthorization of the food stamp program in 2002.

To review the past 75 years of the association's history required examining organizational papers, conference proceedings, task force reports, and a multitude of other historical documents. What was missing from this written record is the interaction at meetings, the conversations and discussions among human service directors and commissioners, state and local program administrators, public agency employees, and federal agency program staff. These were the members and partners of the association—those who attended the meetings, wrote the reports and proceedings, testified on behalf of their state agencies, and conducted the business of human services with the goal of improving the lives of families, children, and adults in this country. They have been the core and backbone of our association and we salute them, and their hard work, as we celebrate 75 years of excellence in public human services.



# *A Letter from* FRANKLIN ROOSEVELT

THE WHITE HOUSE  
WASHINGTON

November 23, 1942

My dear Mr. Patterson:

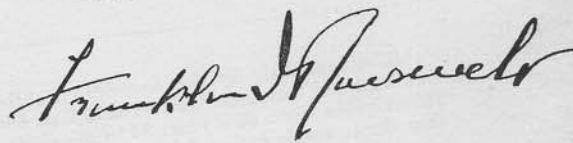
Will you please extend my greetings and good wishes to the members of the National Council of State Public Assistance and Welfare Administrators and the National Council of Local Public Welfare Administrators when they meet in Chicago. During the past decade public welfare administrators worked continuously with the agencies of the Federal Government in an effort to improve the lot of millions of people who, because of unemployment and other circumstances, were unable to help themselves.

Today many of those people have gone to work in the factories of our country and some of them are serving in the armed forces of the United States. Their capacity to render this service to their nation in a time of need exists now largely because the welfare agencies of government helped them keep body and soul together during days when food was hard to get because they lacked wages, and when medical service was not available because they did not always have the money to pay for it. Today these people are a great bulwark to the strength of America because America remembered them in their time of need.

Your organizations, as a part of the American Public Welfare Association, must continue to stand ready to serve these and other people as emergencies arise during these years of total war. Your state and local organizations, as they are equipped to render service in any kind of an emergency, will always have the backing and support of federal agencies in their service to people.

Welfare administrators here and abroad face a lot of challenging questions during this year, and I am sure your meeting will be both interesting and stimulating. In the years ahead for this war and in the years immediately following the war, we shall need social resources and social services in this country and in other countries far beyond our capacity to meet that need. Your organizations must plan not only in the work of today, but also for a future when faith in man and in his dignity as a human being will be universal.

Very sincerely yours,



Mr. J. Milton Patterson,  
President,  
American Public Welfare Association,  
1313 East 60th Street,  
Chicago, Illinois.

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The following timeline shows a few of the major events during the association's history.

The association was created in the wake of the nation's stock market crash. The Great Depression brought unemployment and staggering relief loads. Family agencies and other voluntary associations attempted to bring help, but their resources were inadequate to stem the mounting needs of the unemployed. State officials charged with the distribution of "relief" decided they needed to create an association to help represent their concerns to the federal government and to help them carry out the new functions.

The American Association of Public Welfare Officials was formed, in June 1929, during a meeting of the National Conference of Social Work in San Francisco, and formalized its organization at a meeting in Boston on June 12, 1930. The first president of the association was L.A. Halbert, director of the Rhode Island Department of Institutions. Fred K. Hoehler, director of the Cincinnati Department of Public Welfare and the Hamilton County Department of Public Welfare, was elected as vice president.

Initial membership in the association was quite small but grew to 1,000 members in the first two years. In September 1931, Frank Bane, commissioner of the Virginia Department of Public Welfare, became its first executive director and set up a small office in Washington, D.C.

In February 1932, a move to Chicago and offices at 850 East 58<sup>th</sup> Street, helped the association broaden its membership support to include public agencies, officials, and rank-and-file staff, along with other individuals interested in public welfare. As a result, in May 1932, the Board of Directors voted for a new name: the American Public Welfare Association (APWA). The move to Chicago brought the association in close proximity to a number of organizations representing various governmental functions, such as the American Public Works Association, the Civil Service Assembly, the Council of State Governments, and the National Association of Housing Officials.

Some of the first APWA members were with President Franklin D. Roosevelt on August 14, 1935, when he signed the Social Security Act, whose purpose was "to provide for the general welfare by establishing a system of Federal old-age benefits, and by enabling the several States to make more adequate provision for aged persons, blind persons, dependent and crippled children, maternal and child welfare, public health, and the administration of their unemployment compensation laws." Aid to Dependent Children was one of the federal programs created to provide a safety net for children with absent

## 1930-1945



1935 APWA National Round Table Conference, Montreal



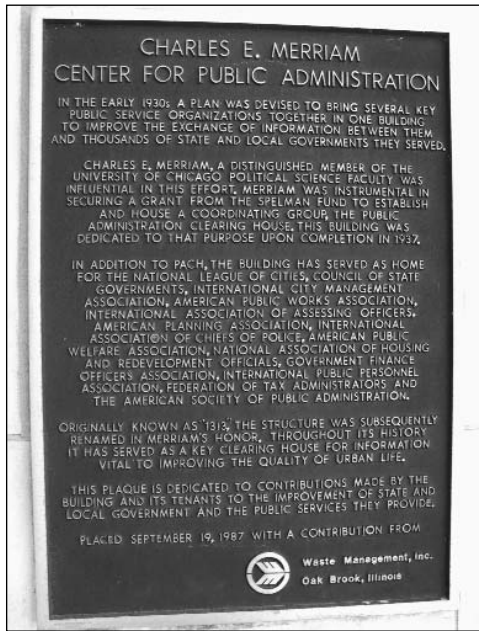
Banquet, 1938 National Round Table Conference, Washington, D.C.



1939 APWA National Round Table Conference

# Historical Review

## 1930-1945



or unemployed fathers. Taxes were collected for the first time for this use in January 1937 and the first one-time, lump-sum payments were made that same month. Regular ongoing monthly benefits started in January 1940.

The association moved to 1313 East Sixtieth Street, in Chicago, at the end of 1938, having outgrown its quarters, and shared space with a number of organizations, that included, among others, the International Association of Chiefs of Policy and the Governors' Conference. At APWA national roundtables throughout the 1930s and 40s, Eleanor Roosevelt appeared as a special guest and invited speaker.

APWA's paramount job during World War II was developing national relief policy. In August 1942, the APWA Committee on War Services met for two days with 17 federal officials involved with various aspects of the war program, and to clarify the role of public welfare agencies in emergency war services.

## 1945-1960



APWA Leaders Robert Smith, Jane Hoey, Loula Dunn, and Howard Russell, Branford, Connecticut, 1946

APWA began to emerge in a role that it maintains today, providing links between federal agencies and states. During the war, the association leadership noted that, at the time, one-half of the nation's working population was not covered by Old Age and Survivors Insurance (OASI) and that the monthly benefits of about \$25 were not enough to provide food, clothing, rent, and other essentials.

Their work culminated in the Social Security Act Amendments of 1950, passed on August 28. Among the provisions of the new social security law, coverage of OASI was extended to approximately 10 million additional people and benefits were substantially increased; a new program of federal grants-in-aid to states was established to help needy individuals who were permanently disabled; aid to dependent children was broadened to include the relative with whom the child was living; and the maximum authorization for grants for services for crippled children was increased.

APWA supported President Eisenhower's Reorganization Plan No. 1, which created the U.S. Department of Health, Education, and Welfare (HEW) as one of the executive departments of the federal government and transferred to it the various units of its predecessor, the Federal Security Agency.

The Indian Health Service was transferred to HEW from the Department of Interior and the Salk polio vaccine was licensed in 1955.

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The White House Conference on Children and Youth in 1960 set the stage for major changes in public human service policy. The sixties also brought a myriad of legislative initiatives, including the Public Welfare Amendments of 1962 and the Economic Opportunity Act of 1964, which created such assistance programs as Aid and Services to Needy Families with Children (precursor to Aid to Families with Dependent Children) and the Food Stamp Program.

The federal government reorganized to reflect these changes. In 1963, HEW established the Welfare Administration, grouping together several child and family service programs from other federal agencies. Throughout this period, APWA members were major players on the field of public human service policy. Ellen Winston, commissioner of the North Carolina Board of Public Welfare, who had served as APWA president from 1957 to 1958, was appointed head of the newly formed Welfare Administration.

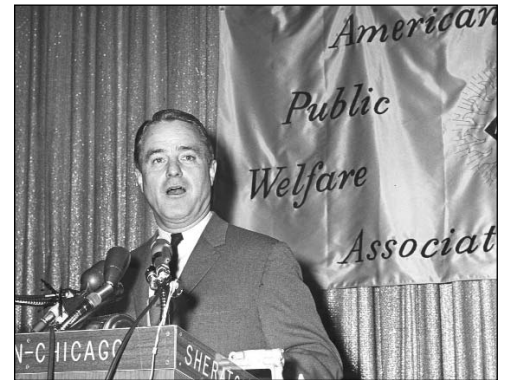
In 1971, thousands of people attended the first White House Conference on Food, Nutrition, and Health, proof that the country was ready for a larger government role in social reform policy. With the focus increasingly on congressional legislation, APWA consolidated its base of operations by moving to Washington, D.C.

Since the forties, the association had maintained a Washington office and representative in addition to the Chicago headquarters, but the time had come for a larger presence in the nation's capital, "where the action" was. Edward T. Weaver, a former director of both the Illinois Departments of Public Aid and Children and Family Services, became APWA's fourth executive director and set up offices at 1155 Sixteenth Street, N.W., in August 1974.

The years between 1975 and 1990 were marked by hyperinflation and a large scale-down of federal government spending. At the same time, the period witnessed tremendous progress in the public human service sector.

The second half of the 1970s saw a combination of rising prices, persistent unemployment, and a stagnant economy that became known as stagflation. The Carter Administration sought to slow inflation by raising interest rates and restraining federal spending, which eventually brought inflation under control.

## 1960-1975



R. Sargent Shriver, Jr., addresses 1965 National Round Table Conference in Chicago, Illinois  
(Chicago Photographers)



APWA President Charline J. Birkins welcomes Edward T. Weaver as executive director, 1974  
(Fred Ward, Black Star)

## 1975-1990



APWA Northeast Regional conference, 1975 (Rick Reinhard)

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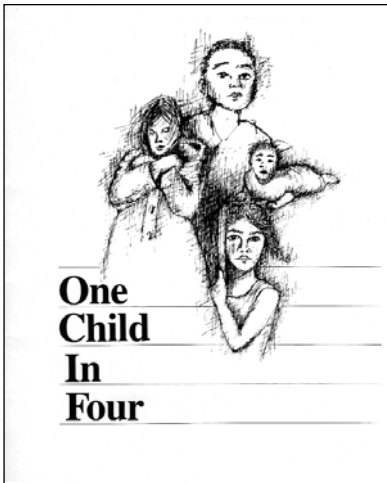
## 1960-1975



APWA Board of Directors at National Round Table, 1980  
(Rick Reinhard)

In 1977, the Health Care Financing Administration (HCFA), the predecessor of today's Centers for Medicare and Medicaid Services (CMS), was created to administer Medicare and Medicaid programs. About 15,000 employees were transferred to HCFA from the Social Security Administration.

In 1979, APWA moved around the corner to offices at 1125 Fifteenth Street, N.W., directly across from *The Washington Post*, allowing staff a bird's-eye view of the newsroom of a major national daily. That same year, the Department of Health, Education, and Welfare (HEW) reorganized and was renamed the Department of Health and Human Services. Officially arriving on May 4, 1980, it became the second-largest federal agency after the Department of Defense. Also that year, the Department of Education Organization Act was signed into law, providing for a separate cabinet-level Department of Education.



One of the most significant events during the Reagan Administration was the largest tax cut in American history. The 1981 tax legislation reduced taxes across the board by 26 percent over a three-year period. Together with the anti-inflation program, the tax cut was the centerpiece of the "Reagan Revolution." In his State of the Union address in January 1982, President Reagan unveiled a "new federalism" initiative, a proposal that would entail transfer of financial and administrative responsibility for a broad range of human service programs from the federal government to state jurisdiction and would instigate a national debate.

A. Sidney Johnson, III, became APWA's executive director in 1985, and served in that capacity for 12 years. During his tenure at the association major goals were to expand policy representation and increase public awareness of public human services.



State Human Service Administrators at APWA National Round Table, 1980 (Rick Reinhard)

In 1986, APWA launched a three-year project to reassess the nation's commitment to poor children and their families. The project, "A Matter of Commitment," became a centerpiece marked by impressive achievements of three major policy statements with the goal of reducing childhood poverty. Chief among these policy statements was the 1986 report, *One Child in Four*, which sparked the national policy debate that resulted in the enactment of the Family Support Act of 1988.

During this same period, APWA's Immigration Task Force worked with federal and state officials to implement the landmark Immigration Reform and Control Act in order to protect newly legalized immigrants' rights to human services.

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Beginning in 1987, APWA sponsored a five-year Successful Projects Initiative (SPI) Awards Program as part of a national effort to identify and recognize the best innovative efforts of state and local public human service agencies by collecting and sharing information that helped provide more effective services to low-income Americans with greater efficiency and lower costs.

In 1988, APWA established the National Commission on Child Welfare, which published the *Guidelines for a Model System of Protective Services for Abused and Neglected Children and Their Families*. The document served as a standard for states and communities in assessing child protective services.

In November 1988, the association moved from downtown Washington to its location near Union Station and in close proximity to Capitol Hill and congressional offices.



APWA Executive Director Sid Johnson and Rep. Claude Pepper, National Conference on Elder Abuse, 1987 (Rick Reinhard)

During President Clinton's presidential campaign, he popularized the idea to "end welfare as we know it." In 1993, as he began his term in the White House, several welfare reform proposals were presented, among them the Work for Welfare Act reintroduced by Senator Daniel Patrick Moynihan of New York; a House Republican welfare reform bill with two tiers of Aid to Families with Dependent Children (AFDC), a transition program and a work program; and a proposal that by 2002, 90 percent of individuals who received AFDC for two years or more would work in exchange for their benefits.

In 1994, APWA released a bipartisan plan for reforming the nation's welfare system, *Responsibility, Work, Pride: The Values of Welfare Reform*, which was developed by state human service commissioners. The plan called for expanded job training and work, stronger child support enforcement, increased federal funding for the Job Opportunities and Basic Skills (JOBS) Training Program, improved health care coverage, and streamlined program administration.

*Good News from the Grassroots: State Welfare Reforms that Work*, published in 1995, was the result of ongoing dialogue about strategies and challenges associated with implementing the JOBS Program. The association held a conference in October 1994, that highlighted successful welfare reform initiatives and involved state and local public officials in discussions about strategies and challenges associated with implementation of the Family Support Act.

## 1990-2005



Association Executive Directors Bill Waldman (front row, center) and Sid Johnson (at far right) with APWA leadership in 1990s

# Historical Review

## 1990-2005



Association Leaders Robin Arnold-Williams (right), executive director, Utah Department of Human Services and Marva Livingston Hammons, executive director, Colorado Department of Human Services



Martha Allen, chief of staff, Illinois Department of Children and Family Services, and George Earl Johnson, Jr., communications director, Oklahoma Department of Human Services



Association President Con Hogan (left) and Executive Director Bill Waldman unveil APHSA banner, July 1998

The Personal Responsibility and Work Opportunity Reconciliation Act (P.L. 104-193) was passed in August 1996. By the time the first full year of welfare reform got underway, in 1997, the AFDC entitlement program was replaced by the Temporary Assistance for Needy Families (TANF) program; the welfare link to Medicaid was severed; and enrollment or termination of Medicaid was no longer automatic with receipt or loss of welfare cash assistance. With the Balanced Budget Act of 1997, the State Children's Health Insurance Program (SCHIP) was created; limits on Medicaid payments to disproportionate share hospitals were revised; and new Medicaid managed care options and requirements for states were established.

Beginning in 1996, through its Leadership and Practice Development staff, the association forged ways for state and local human service agencies to improve outcomes by helping them implement major program reforms through a number of training and management services, such as the Executive Leadership Institute, geared to cabinet-level executives and on-site consulting services. This leadership development and practice focus enabled the association to provide its members with integrated training and move theory into practice.

In 1998, APWA members voted to change their name to the American Public Human Services Association. This action, along with adoption of a new mission "to develop, promote, and implement public human service policies and practices that improve the health and well-being of families, children, and adults," reflected the expanding scope of its member agencies and opened vistas of opportunity to strengthen national health and human service policy. APHSA also rededicated itself to its members by providing expanded services and opportunities for professional development. As a result, the association stressed improved communications with members by improving its web site (first launched into cyberspace three years before) to provide easier access to human service information and program changes.

William Waldman, former commissioner of the New Jersey Department of Human Services, joined APHSA in July 1998 to become executive director for two and a half years.

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The Ticket to Work and Work Incentives Improvement Act was signed in 1999, making it possible for millions of Americans with disabilities to join the workforce without fear of losing their Medicaid and Medicare coverage. It also modernized the employment services system for people with disabilities. In December 2000, human service administrators and APHSA policy staff gathered to create, for the first time in association history, a document that would set the policy direction for the next four years. In 1999, APHSA, recognizing that several major human service programs—TANF, the Child Care and Development Fund, the Food Stamp Program, the Promoting Safe and Stable Families Program, the Child Abuse Prevention and Treatment Act, and the transitional Medicaid program—were all pending reauthorization, took action by examining their effectiveness and identifying areas for reform. *Crossroads: New Directions in Social Policy* was the result of this year-long effort and was presented to the Bush Administration and the 107<sup>th</sup> Congress with an “opportunity to eliminate outmoded federal rules and programs, to achieve greater efficiencies and above all, service children, families, and adults in need with dignity and with an expectation of personal responsibility, future self-sufficiency, and independence from government assistance.”

In July 2001, the Health Care Financing Administration (HCFA), part of the Department of Health and Human Services, became the Centers for Medicare and Medicaid Services (CMS) with the stated mission to increase emphasis on responding to beneficiaries and providers, and quality improvement.

Before joining APHSA as its executive director in September 2001, Jerry W. Friedman served as executive deputy commissioner of the Texas Department of Human Services. He was also assistant secretary of the Economic Services Administration at the Washington State Department of Social and Health Services and deputy secretary at the Pennsylvania Department of Public Welfare. Under his leadership and with the support of the Board of Directors, he has set priorities that include continuous improvement in all areas of association organization—its mission, values, and business practices; program initiatives such as services integration and community partnerships; membership, leadership outreach and orientation, and affiliate relationships; and communications and conferences.

The Food Stamp Program, reauthorized by Congress as part of the Farm Bill, and signed into law on May 13, 2002, established who is eligible for food stamps and addressed program access and benefit levels. More than a dozen recommendations from *Crossroads* were signed into law, including transitional benefits, program simplification, and restoration of benefits to more than 400,000 legal immigrants.



Former President Doug Howard (right), and Gary Weeks, former chair of the National Council of State Human Service Administrators, receive awards for their distinguished service to APHSA at the 2004 Summer Meeting in Washington



Senator Chuck Grassley, R-Iowa, chair of the Senate Finance Committee, highlights congressional efforts in his keynote speech at the APHSA Summer 2004 Meeting



Verna Eggleston, commissioner of the New York City Human Resources Administration, makes a point at the July 2004 Summer Meeting in Washington

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## 1990-2005



Former House Speaker Newt Gingrich talks about the future of the U.S. health care system at the 2004 Fall meeting of the National Association of State Medicaid Directors

In 2003, the Senate Finance Committee's welfare reform bill incorporated nearly 20 APHSA recommendations on TANF financing, work definitions, partial credit, employment credit, Social Services Block Grant (SSBG) transfer, child support distribution and transitional Medicaid assistance. Staff and members of APHSA took the lead in an SSBG coalition that resulted in a proposed two-year increase of \$1.7 billion for that program. APHSA convened Medicaid and child welfare administrators to discuss targeted case management for children and to develop strategies to pursue with CMS, Congress, and the courts. The association also launched a rewrite of the Interstate Compact on the Placement of Children, started a new child welfare data center, delivered leadership and organizational development services in 17 states and localities, and offered on-site policy briefings in eight states.

In December 2004, human service administrators met in Dallas to review and propose a social policy agenda for congressional leaders and the administration. New domestic policy priorities and the challenges these present for state human service programs create a unique opportunity for health and human service leaders to present their policy agenda in a second edition of *Crossroads*, to be published this month and presented at this 75<sup>th</sup> Anniversary Conference. This updated document includes detailed proposals for such programs as Medicaid, TANF, child welfare, mental health, aging, long-term care, and programs for persons with disabilities and will set the stage for the next four years of social welfare policy.

As APHSA celebrates 75 years of excellence in public human services, the membership now represents 10 affiliated organizations, reflecting the diversity and breadth of human services today. We pledge to continue improving and expanding the legacy of excellence that has been the hallmark of the association since its beginnings.



Oklahoma Department of Human Services staffers Mary Stalnaker, director of Family Support Services; Sharon Neuwald, coordinator, Office of Legislative Relations and Special Projects; and Howard Hendrick, department director, confer at the 2004 Policy Summit in Dallas