

THE ADMINISTRATIVE ASPECTS  
OF A  
STATE-WIDE CHILD PLACEMENT AGENCY

by  
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AN ABSTRACT

Submitted to the School of Advanced Graduate Studies of Michigan  
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DOCTOR OF EDUCATION

College of Education

Department of Administrative and Educational Services

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Approved Walter Johnson

### OBJECTIVES

This study, covering the present administrative structure of the Michigan Children's Aid Society, was one-eighth of a thirty-two month study made by the writer, sponsored by the Michigan United Fund, Michigan Welfare League and the Michigan Children's Aid Society. It compares the agency's administrative aspects with recommended practices in social work and with similar agencies outside of Michigan. Specific recommendations as to expansion of the agency with particular emphasis on budget and personnel are included in this study as this was one charge given to the writer by the sponsors of the larger study.

### THE SAMPLE

The sample was the total staff and boards of the Michigan Children's Aid Society; sixteen girls in the institution Chapin Hall; 1,399 individuals outside the agency; 732 adoptive parents; and 597 boarding parents.

### METHODOLOGY

The study had direction from a general committee representative of Michigan, by consultants in child welfare, and by the survey director of the Child Welfare League of America. Two other committees, one of research specialists, the other of Michigan Children's Aid Society board members, gave consultation. Data was gathered through personal interviews. Agency records were examined and the relationship to other social welfare agencies



was evaluated in light of Child Welfare League of America standards. Each county was visited; interviews were held with agencies, professional groups and with lay citizens. Staff and board members were interviewed, board meetings were attended, and board minutes, historical records, and documents were read.

### FINDINGS

The Michigan Children's Aid Society, a private non-sectarian state-wide child welfare agency that offers adoptive services, boarding care services, services to unmarried mothers, protective services to children and institutional care for adolescent girls, has a central office in Detroit and is directed by a forty-member state board of trustees. Financial support is from Community Chests, the Michigan United Fund, foundations, contributions and reimbursement from clients. The agency has ten branches and four patterns of administration and financial support.

- (1) Seven branches having policy-making boards receive full local support;
- (2) One branch has a policy-making board and receives one-tenth of its support from the Michigan United Fund through the central office;
- (3) Two branches having advisory boards receive full support through the central office;
- (4) Thirty-nine counties, divided into five districts, are served direct by staff employed by the central office.

The articles of association and by-laws of the central office are outmoded. The ten branches are in a similar position with constitutions patterned after the central office. The state by-laws do not provide for

terminal periods of board membership; until 1956 it was general practice in this agency to re-nominate members. During this study the board made much effort to take a more active part in the agency program.

The central office administrative staff consists of three persons--a general secretary, a director of children's services, and an assistant director of children's services--who are responsible for the central office and direct supervision in thirty-nine counties. This administrative staff is also responsible for branch coordination and adoptive matching for the state-wide program.

Eight of the branch executives are responsible for staff supervision and direct casework in addition to executive duties. Two branches have supervisors who share administrative responsibilities with the executives.

The branches and the central office districts are in need of additional staff and larger budgets to meet present demands. This writer feels that the services of the agency cannot meet the need unless additional branches and regional offices locally supported are established and staffed with qualified personnel.

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The writer wishes to express grateful appreciation to the hundreds of individuals throughout the state of Michigan and in other states who gave so generously of their time and effort as a part of this study. A special vote of appreciation goes to the writer's Guidance Committee, to Dr. Walter Johnson, Chairman, who served on the General Study Committee of the state-wide survey, to Dr. Ernest Harper, to Dr. Cecil Millard, and to Dr. Willa Norris for their helpful suggestions and criticisms, but mostly for their kind interest and encouragement.

It seems only fitting that recognition be given to the sponsors of the state-wide study, of which this administrative study is one part; to the Michigan United Fund; to the Michigan Children's Aid Society; to the Michigan Welfare League; to the Child Welfare League of America; and to the various committees under whose auspices the study was conducted. The individual members of the various committees who assembled in scores of meetings during the thirty-two months of the study gave this writer help that transcended the official sponsorship. They were sympathetic and understanding in receiving reports and recommendations; they demanded reasons and evidence, so that this writer felt the challenge of deep interest; they gave critical thought to findings and spared neither time nor effort to place the progress of the study among their first interests.

In a more personal vein the writer is deeply indebted to a husband and to two daughters who made extreme sacrifices beyond family loyalty in order that the study might progress and without whose help and faith such

a study would never have been possible. The writer is also very grateful for the encouragement and assistance of friends like Mrs. Myrna Curtis who was willing to type day and night if necessary in order that committees might have reports.

To mention each individual who contributed in a major way in this study would be impossible. Perhaps it will suffice to say that the writer is honored and grateful to have had the opportunity to take part in so wonderful an adventure as this study has been and to feel that in some small way all of this can and will be used for the future of children in the state of Michigan.

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## CHAPTER I

### INTRODUCTION

Administration is as old as the human race. The very first efforts of people to work together involved some kind of organization and necessitated that there be a leader and some executive direction. Through the centuries administration has moved from a concern for production to a concern for human welfare, but the purpose of the administrative process has always been to facilitate the combined efforts of a group of persons brought together to achieve some common objectives.

Administration has been described and defined in various ways by different writers--as a process, as a method, as a set of relationships with and between people working toward common objectives.

The aspects of administration have been classified in various ways by different authors. They have been called elements, functions, methods, characteristics or tasks depending upon the writer. The title may differ but all students of administration agree that the various areas of administration involve: planning, organizing, directing and evaluating; whether the administration be that of a governmental agency, a factory, a business or a child welfare agency.

This study is concerned with the administrative aspects of a child placement agency that offers five services on a state-wide basis and which has played an important role in the history of child placement in the state of Michigan.

Child placement is probably as ancient as the family itself. Today

it is a far cry from what it was when the act of placing a child ended the transaction. Today, in the most advanced modern child placement agencies there is continuous supervision of the child in his new home.

Individual agencies have made much progress in the field of child placement since the days when a child was bound out or placed permanently without regard to his individual problems. Needs for child welfare services have changed through the year, have shifted, and the administration of these needs has become more complex. Agencies that were established to meet certain problems at the turn of the century must today re-channel their function, must change their programs, and in some instances must delegate their responsibilities to other organizations, and then turn their efforts in a different direction to better serve the needs of children.

Traditionally and historically the voluntary agency or private agency like the one in the present study pioneered by identifying the problems faced by children that could be improved through organized effort in the form of a specific child welfare service. Through the years the private agency experimented by trying out new ideas, testing and improving upon new methods. There are many examples in every state of how the private child placement agency has demonstrated the existence of a need, and the practical methods through which a helpful service could be offered. Much of the present publicly-supported child welfare and guidance programs had this kind of a beginning.

Too often, however, agencies have gone along for years without taking stock of the changes about them. They offer the same program, in



much the same way, with little, if any, regard for the shifts in population, the changes in need, and the new and more effective methods of administration. One of the most serious criticisms that can be leveled at the social welfare field today is that it has few tests and measurements that show the relative quality of its achievements. To "demonstrate" with conviction, there ought first to be proof of service. There is need for much research and careful examination of what is available, what is needed, and what should be done in order to meet the need.

The role of the administrator of an organization involves a complicated set of responsibilities. The administrator must see the organization as a whole. He works with the board of directors, which sets major policies and oversees the total operation. He is concerned with the competency of the entire staff. He is responsible for the quality of the services, for seeing that resources are adequate, that payrolls are met regularly, and bills paid promptly, that physical plant and equipment is up-to-date and functioning satisfactorily. His is a wide set of relationships, within the organization, and in the community, which must be maintained.

Social workers are trained primarily to provide social services, not to carry administrative responsibilities. Their professional education is focused chiefly on case work or group work or community organization. Some emphasis on supervision is usually given all specialties, but the broader role of executive responsibility is left to be acquired primarily through experience.

For this reason the shift to executive and administrative



responsibilities is a difficult one for individuals trained and experienced in casework. Lawrence A. Appley, commenting about industrial organizations, says:

Often the weakest link in an organization is the department through which a chief executive has progressed. There is the head of the engineering department who has refused to change from an engineer to a manager; the sales manager who always remains a salesman; the personnel administrator who is primarily a training or a wage and salary expert. The manager who is doing a full-fledged job no longer has the time, with his added responsibilities, to continue operating as a specialist. Management is now his specialty, and he cannot be both an effective manager and a specialist.<sup>1</sup>

When an individual assumes major executive responsibilities, he must also recognize how important administration has become. Sound administration is vitally important in all types of organization, in business and industry, in government, in education. It is no less vital in social welfare agencies.

Executive or managerial skill has come to be more and more highly regarded as business and industry has grown and as competition has increased. Skill in getting goods produced and sold, and skill in controlling costs have always been considered important. New dimensions have recently been added--or at least emphasized. Industry now values ability to develop manpower, particularly supervision and executive personnel, ability to maintain morale and increase productivity, ability to deal with labor organizations, governmental bodies and other influential local community groups.

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<sup>1</sup>Lawrence A. Appley, Management News, August 1953. The American Management Association, New York, New York.

Administrative skills have also become more important in government, as units have increased in size and in variety of function. The cost of government, too, has emphasized the importance of effective administration.

The focus on more effective administration in business and industry, in government, and in education, has influenced administration in community service organizations. Industrial and education executives serve on the boards of most social welfare agencies and community chests. The results of studies of administrative practice have become available, thus giving social agencies access to the experience of other fields of work. In this way social work agencies find themselves inevitably under pressure to improve the quality of their administration.

The size of social welfare services, and the large number of organizations which provide them, have also made improved administration important. America spends, it has been estimated, a total of two and one-half billion dollars annually on its social welfare services. "Social work is big business in two respects," David G. French has written. "It costs a great deal of money and it affects a great number of people."<sup>1</sup>

Social welfare services vitally affect the lives of millions of people. The proportion of people in any one community is large. "Today some measure of the welfare of two-thirds to three-quarters of the families in a community may depend in a single year upon the manner in which its health, welfare and recreation services are provided."<sup>2</sup>

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<sup>1</sup>David G. French, An Approach to Measuring Results in Social Work, p. 12, New York, Columbia University Press, 1952.

<sup>2</sup>Buell, Bradley and Associates, Community Planning for Human Services, p. 7, New York, Columbia University Press, 1952.





The nature of the services indicate their importance to the community and the necessity for proper administration. These community services deal with economic deprivation--providing food, shelter, and clothing for families unable to secure them by their own efforts--with problems of personal and family maladjustment, with problems of physical and mental health, with the problems of using leisure time constructively.

Social welfare services have become increasingly complex. Social work has moved toward becoming a profession: technical skills and higher standards of performance have developed, standards for personnel have been raised, and professional education has become more extensive.

Community planning and central financing organizations such as Community Chests, Community Welfare Councils and United Funds have influenced administrative practices in social agencies. Thorough planning of services to meet human needs, based on accurate facts and joint analysis, has been emphasized. Studies and surveys help to adapt services to changing community needs. More effective budgeting and accounting practices have been required.

Executives of social agencies have to become competent to deal adequately with a variety of practical day-to-day responsibilities. These responsibilities are all interrelated, but they fall naturally into some of the following areas: (1) Keeping the organization strong; (2) working with boards and committees; (3) selecting and developing able staff; (4) keeping the services effective; (5) securing and handling finances; (6) operating buildings and other facilities; and (7) maintaining effective community relationships.



Social agency executives not only need to be able to deal from day to day with practical operating problems that confront them; they must come to understand the administrative process itself. Critical analysis of executive experience is a sound basis for understanding the dynamics of a process and for developing a philosophy of administration.

#### STATEMENT OF THE PROBLEM

The study on which this dissertation is based was one of eight areas of a larger study conducted by this writer for the Michigan United Fund, the Michigan Welfare League, the Michigan Children's Aid Society, and the Child Welfare League of America in 1954-1956.

The purpose of the larger study, referred to in this dissertation as the state-wide study, was to answer the following questions:

- (1) How are Michigan children being served by present children's services?
- (2) What services are offered by the Michigan Children's Aid Society?
- (3) Is the service given to children and their parents in keeping with the purposes of the Society and in accordance with accepted standards?
- (4) What is the administrative organizational structure of the Society?
- (5) What kind of a staff does the Society have?
- (6) How is the Society financed?
- (7) What are the local relationships of the Society?
- (8) What are the Society's state level relationships?

The purpose of that area of the state-wide study on which this thesis is based was: (1) To determine the present administrative structure of the Michigan Children's Aid Society. (2) To ascertain the relationship between the various branches and the Central Office in Detroit and of the local boards to the state board. (3) To discover within the present structure the administrative responsibilities of the executive, the supervisor and the board member, and (4) to see how the actual practice compares with the recommended practices in social work administration. (5) To discover the implication to schools of social work for training students for social work administration. (6) To make recommendations for the Michigan Children's Aid Society with particular emphasis upon the agency budget and personnel.

#### LIMITATIONS OF THE STUDY

Because the administrative study which is reported in this dissertation was so integral a part of the total state-wide study, it is impossible to speak of limitations of the study without actually meaning limitations of the total study. Thus, the following limitations are limitations of the state-wide study as well as the part on administration.

The limitations to be found in this study were reflected in the vastness of its scope, the lack of research staff and the limitation of budget and money to cover the expenses involved in making a state-wide study. The volume of data that were collected was so extensive and involved, and covered so many facets of the agency program, that it was virtually impossible for one person to compile it on a part-time basis.



In certain areas the study was handicapped because agency staff and board members were not prepared for the study or they had a misconception of its purpose. Lack of available records and sufficient statistical data covering agency intake and short term services also presented certain limitations. The fact that this writer because of teaching responsibilities had to conduct the study during the summer months at a time when board members and staff members were on vacations necessitated several extra visits to certain branches.

Because the state-wide study took place over a thirty-two month period in which there was a change of directors in the Michigan United Fund, and during which there were many additions and changes in the large general citizens committee, there was a lack of clear-cut definition of what the study hoped to cover. The result was that the focus and scope of the study was in a constant state of fluctuation and explanation. The lack of any available coordination between the various committees and sub-committees resulted in the writer's having to spend a great deal of time in keeping individuals informed of the progress and supplied with carbon copies of the raw material.

Because of the breadth and scope of the study there was no other single study that could be used by way of comparison. All available and related studies were examined but none attempted to cover such a wide geographical area or such a large sample.

## NEED FOR THE STATE-WIDE STUDY

Social welfare agencies, like any good business, have a constant need for evaluation of an improvement in the type of services offered to a community. Especially is this true in the realm of child welfare where the significant responsibility for adoptive, boarding care, and protective services for children must necessarily be in a continuous state of evaluation and change in order that the newest methods and approaches may be used.

In a state-wide agency this need for study and evaluation is especially felt. An agency such as the Michigan Children's Aid Society must not only have constant study within the individual branches, but there must be clocklike synchronization between the branches, the Central Office, and the Central Office districts, in order that the total program may function throughout all of the eighty-three counties of the state.

When the report of the Joint Legislative Committee on Foster Care was published in 1951,<sup>1</sup> it became apparent to all of Michigan that there was a great lag in the number of foster homes in the state, and administrators within the Michigan Children's Aid Society began to express feelings that a thorough and extensive study should be made of that agency in light of the present needs of the state. Such a study was recommended by the Community Chests and Councils of the state, since for some time it

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<sup>1</sup>Foster Care of Children in Michigan, 1951, Report of Joint Legislative Committee. Seven Studies Concerning Foster Care of Children. State Department of Social Welfare, Lansing, Michigan.





had been impossible for them to obtain a clear-cut picture of the total function and the administrative procedure of the Michigan Children's Aid Society.

#### OBJECTIVES OF THE STATE-WIDE STUDY

The objectives of the state-wide study were sharpened by discussion with instructors in social work education from five of the accredited schools of social work and with social work practitioners and experts in related fields, as well as by an examination of pertinent literature and a constant inclusion of the knowledge and the opinions of the lay public toward social welfare needs in the state of Michigan.

The plan for the total state-wide study was broad and inclusive so that subsequent studies could be related readily to the central plan. Such an approach over the two and one-half year period of the study facilitated a comprehensive description and examination of all phases of the Michigan Children's Aid Society program.

At the same time the total study had to be explicit because it provided the over-all consistency for each part of the state-wide study. It further had to assure economy both in time and money because of the lack of staff and budget. Each phase of the study, covering a branch, a county, a district or an area, had to be flexible and well-defined so that it could, if necessary, be separated from the total study and still be a complete study in and of itself.

## DEFINITION OF TERMS USED IN THE STUDY

Agency:

Child Placement Agency. A child welfare agency organized for the purpose of receiving children for placement in family homes for boarding care or for adoption.

Child Welfare Agency. An agency that provides any one or any number of the following services: (1) Adoption; (2) boarding home care; (3) services to unmarried mothers; (4) institutional care; and (5) protective services.

Private or Voluntary Agency. A social welfare agency that is financially supported by sources other than tax monies; usually these sources are the Community Chest, gifts, funds and foundations.

Public Service. Any service administered by a public agency either directly or indirectly.

Public Welfare Agency. A social agency that is financially supported by tax monies.

Services:

Home Finding. The process of selecting suitable boarding homes to meet the individual needs of children.

Placement. The service of providing for a child a home apart from his parents. May also be used for the actual process of taking the child to the boarding or adoptive home.

Protective Service. The investigation of complaints of misuse of children, usually those living in their own homes.

Service to Adoptive Parent. Any work involved with the selection of parents for the adoptive placement of a child.

Service to Boarding Parent. Any service given by the agency to boarding parents. This includes licensing of the home as well as services involved with the placement, care, and removal of a boarding child.

Service to Child. Direct work with and/or around a child accepted for boarding care or for an adoptive placement.

Service to Natural Parent. Casework services with the natural parent preceding, during, and in some cases following, the time a child is accepted for boarding or adoptive care by the agency.

Service to Unmarried Mother. Any direct or indirect service involving the unmarried mother, her child and/or her family, and/or the alleged father of the child.

Supervision in Own Home or Home of Relative. Supervision of the child by an agency worker while he is living in his own home or the home of a relative rather than in an agency boarding home. Such a child usually is awaiting placement or has been returned to his own family from a boarding home.

#### Homes:

Adoptive Home. A home where the child is placed on a legal permanent basis.

Boarding Home. A home where a child is cared for on a temporary basis and where payment is received by the boarding parents.

Foster Home. A term that is used interchangeably to mean either or both adoptive home or boarding home.

Free Home. A boarding home where room and board is given free either with or without a plan to adopt the child at a later date.

Wage Home. A boarding home where the child is paid for doing a certain amount of work.

Staff:

Fully-trained Professional Worker. A social worker with a two year master's degree in social work.

General Secretary or Executive Secretary. The executive director of a social welfare agency employed by the board of trustees as the chief administrator of the agency and responsible to the board for the operation of the agency..

Home Finder. A social worker whose major duties are the selection of boarding homes.

Placement Worker. A social worker whose major duties in the agency are the placement and supervision of children in the boarding program.

Study: Administration. Definitions of administration given on pages 58-59.

Administrative Study. This is the study used for the dissertation and is one of the eight areas covered as a part of the state-wide study.

State-wide Study. The thirty-two month study conducted by this writer of the total organization of the state-wide Michigan Children's Aid Society for the Michigan United Fund, the Michigan Welfare League, and the Michigan Children's Aid Society under the direction of the Child Welfare League of America.

## PLAN OF THE STUDY

This thesis is organized according to the following plan: Chapter I serves as an introduction to administration and child placement. It contains the statement of the problem, the limitations of the study, the need for the state-wide study, the objectives of the state-wide study, the definition of terms, and the plan of the dissertation.

Chapter II covers procedures and methods and includes the beginning of the state-wide study, the committees of the state-wide study, the sample, the instruments, principles of administration used as guides, parts one and two of the pilot study, report of the state-wide study, report of the administrative study, and analysis of data in the administrative study.

Chapter III is a brief description of the Michigan Children's Aid Society as a setting for the study.

Chapter IV, Part One, is a summarization of the more significant studies of social welfare agencies that were used as guides in this study.

Part Two is a review of the literature as it related to the positions of administration in a social welfare agency; namely, to the board of directors, to the executive, and to the casework supervisors. This part of the chapter also contains information on the place of the institution in child welfare. Part Three is on financing a social welfare agency and the history of the Michigan United Fund.

Chapter V contains the present administrative organization of the Michigan Children's Aid Society, branch and state organization, and includes information on the articles of incorporation, boards of trustees,



salary scales, executives, supervisors, the institution Chapin Hall, and public relations on both the state and local levels.

Chapter VI handles the financial position of the Michigan Children's Aid Society and the financial position of child placement agencies in other states.

Chapter VII is the writer's proposed plan for expansion and development of the Michigan Children's Aid Society including staff needs and budget.

Chapter VIII presents conclusions and recommendations based on the study.

#### SUMMARY

Individuals in the field of social work are becoming conscious of the need for studies in the area of administration. Schools of social work are primarily training caseworkers and group workers, not administrators. Most administrators obtain such positions only after several years of experience in a casework position. For this reason, the shift to executive and administrative responsibilities is a difficult one for the individual.

The study on which this dissertation is based is one area of a state-wide study that covered a period of thirty-two months and which attempted to answer many questions not directly related to administration.

This study is directly concerned with the administrative aspects of the Michigan Children's Aid Society both on the state level and on the branch level.

## CHAPTER II

### PROCEDURES AND METHODS

As previously stated, since the administrative aspects of the Michigan Children's Aid Society were only one part of a larger study, and since the method and instruments used to collect the administrative data was the same as that used to collect and analyze the data for the total study, the methodology as here discussed is that of the total state-wide study.

#### The Beginning of the State-wide Study:

Early in 1954 this writer, who at that time was supervisor of the Ingham County Branch of the Michigan Children's Aid Society, began a study based on one that was made in 1922 for the United States Children's Bureau<sup>1</sup> and which compared the Michigan Children's Aid Society with nine other agencies caring for dependent children.

It seemed in June of 1954 that an opportune moment had arrived for a much wider study when the Michigan United Fund approached this writer and requested that the original study become part of a study of the Michigan Children's Aid Society needed by the United Fund. This writer became the director and surveyor of the larger study.

The Michigan Children's Aid Society had just lost one of its most

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<sup>1</sup>Katharine P. Hewins and L. Josephine Webster and Mary L. Evans, The Work of Child-Placing Agencies, Washington Government Printing Office, Washington, D.C. 1927.



substantial sources of income, the Children's Fund of Michigan, which was organized in 1929 by Senator James Couzens, and which had offered financial help to the Michigan Children's Aid Society for twenty-five years. Faced with this loss the Michigan Children's Aid Society applied in May of 1954 to the Michigan United Fund. The Admittance and Budget Committee of that organization recommended that the "Michigan Children's Aid Society be given a careful survey and evaluation of its program through proper and adequate sources."<sup>1</sup>

Committees of the State-wide Study:

After the surveyor had been selected, the Michigan United Fund, in consultation with the Michigan Welfare League, the Michigan Children's Aid Society, and the Michigan Department of Social Welfare, selected a large general citizens committee representative of the state of Michigan geographically as well as representative of special interest groups. This general committee had three sub-committees: a technical committee, a finance committee, and a quota committee. Another committee was made up entirely of Michigan Children's Aid Society board members, both branch and state boards. Consultation on the study was given by specialists in the field of child welfare and by a representative from the Child Welfare League of America.<sup>2</sup>

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<sup>1</sup>Minutes of the Admission and Budget Committee, Michigan United Fund, Lansing, Michigan, May, 1954.

<sup>2</sup>The names of the committee members and the consultants for the study are given in Appendix A.

The general committee with the help of Mr. Earl Beatt, Director of Surveys for the Child Welfare League of America, focused the study in three phases:

1. The Michigan Children's Aid Society program and how it compares with other children's agencies in the field.
2. The financial aspect.
3. The community organization aspect of the study as it relates to other services in the state of Michigan.

The technical committee with the help of the consultants and Mr. Beatt outlined the eight areas the study would cover which are given on page 7.

Sample of the State-wide Study:

The sample of the total state-wide study of the Michigan Children's Aid Society, which covered a period of thirty-two months, is here defined as the persons interviewed and/or contacted by letter for information in the process of the study. They included within the agency many personal interviews with the executive director, the director of children's services, the assistant director of children's services, and the director of public relations in the Central Office in Detroit; with the ten branch executives and the two branch supervisors; with the two housemothers, the cook, and the maintenance man at Chapin Hall; with the 34 caseworkers and the 27 clerical workers in the various branches and the Central Office. The total staff of 83 individuals were interviewed in person. Thirty-one members of the 40-member state board of trustees were interviewed in

person; the others were contacted by letter and asked to answer a questionnaire. There was a one hundred percent return on the letters. Of the one hundred and sixty-seven branch board members, one hundred and fifty-seven were interviewed in person. Twenty-nine girls received care at the institution Chapin Hall in 1955; sixteen of these girls were interviewed in person during the two weeks this writer stayed in the institution. There were 1,399 personal interviews with community contacts which included both social agencies and interested citizens.

Besides the personal interviews, 3,616 letters and questionnaires were mailed out during the process of the two and one-half year study. There was a forty-six percent (46%) return on all letters.

Letters and questionnaires were mailed to 732 adoptive parents<sup>1</sup> who represented five years of adoptive placements of the agency. There were 412 answered questionnaires returned. Questionnaires and letters were sent to 597 boarding parents who were or had been boarding for the agency.<sup>2</sup> Replies were received from 469.

#### Sample of the Administrative Study:

The sample of the administrative study included those individuals who were in positions of administration within the Michigan Children's Aid

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<sup>1</sup>In order that the confidentiality of client relationship to the agency should be maintained, all letters to adoptive parents were sent from the Central Office in Detroit by Mr. Robert Barstow, the Executive Director of the agency. A copy of the questionnaire returned by adoptive parents may be found in Appendix B.

<sup>2</sup>A copy of the letter and the questionnaire may be found in Appendix B.

Society--the executives, the supervisors and the board members. The sample also included those individuals who were in a position of evaluating the administrative aspects of the agency--clients, staff members, other agencies, professional groups and interested citizens.

Instruments of the State-wide Study:

The instruments of the state-wide study consisted of questionnaires to be used in personal interviews with the following individuals:<sup>1</sup>

Board members, both state and local boards of the agency--Schedule II

Executives of the Michigan Children's Aid Society--Schedule I

Supervisors of the agency--Schedule VI

Caseworkers--Schedule V

Institutional staff--Schedule VIII

Clerical workers and maintenance--Schedule XIII

Community agencies and interested citizens (probate courts, etc.)--

Schedule XV and Schedule XVI

Clients

Adoptive parents--Schedule X

Boarding parents--Schedule IX

Girls in the institution Chapin Hall--Schedule XII

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<sup>1</sup>Copies of these various instruments may be found in Appendix B.

Schedules to be filled out by the surveyor during the course of the study were prepared to cover:<sup>1</sup>

Financial report for the year 1955--Schedule VII

Case records--Schedule XVII

Children in foster care--Schedule XIV

Institutional building--Schedule XI

Office facilities, office equipment and cars--Schedule I

Constitution and by-laws--Schedule I

Historical information--Schedule I

Caseloads, working conditions, salary range, personnel practices--  
Schedule I

Public relations--Schedule I

Each staff member of the Michigan Children's Aid Society was supplied with a personal questionnaire, Schedule IV, and each executive was asked to answer a questionnaire on all staff members, Schedule III.

These many questionnaires were prepared by the writer after personal interviews with the Michigan Children's Aid Society board members and staff; with the Michigan United Fund staff and executive committee of the board; with Miss Ruth Bowen, Mr. Manfred Lilliefors and Mr. Barrett Lyons of the State Department of Social Welfare; with Mr. Richard Hicks and Mr. Peretz Katz of the Community Chest and Council of Lansing; with Mr. Dwight Adams of the Pontiac Community Chest; and with Judge Raymond Starr of Grand Rapids as to the kinds of things they hoped the study would cover.

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<sup>1</sup>Ibid.

Before the questionnaires were prepared studies that had been made in Pittsburgh, New York State, New England, Chicago, Florida, St. Louis, and Boston were examined, together with local studies of community chest agencies in Pontiac, Jackson, Lansing, Flint, and Detroit.

Literature and information from the Child Welfare League of America concerning measures of foster care, institutions and staff were examined and questions were based on this material. Standards of administration and the role of the board were taken from books by such authorities as: J. C. Baker, Chester Barnard, Louis Blumenthal, Marvin Bower, Melvin Copeland, Robert Dunbin, Mary Parker Fallett, David French, Luther Gulick, Monrad Hayes, Ray Johns, Clarence King, Albert Lepawsky, William Newman, John Pfiffner, Gren Pierrel, Carl Rogers, Mary Routzahn, Elwood Street, Ordway Tead, Harleigh Trecker, and Clyde White. Principles of administration were obtained in classes from and discussions with Dr. Thomas Hamilton, Vice-President of Michigan State University, and Dr. Floyd Reeves, Consultant to President John Hannah of Michigan State University.

The questionnaires used for information on the institution Chapin Hall, for obtaining information from records, from workers as to information about the child in the foster home, and the personal questionnaires about staff were patterned after those used by the Child Welfare League of America in their studies of child placement agencies and institutions.

As soon as the different questionnaires and schedules were prepared, they were examined by Mr. Dexter Ferry of the Michigan Children's

Aid Society state board of trustees, and by Mr. Robert Barstow, General Secretary of the Michigan Children's Aid Society, to evaluate their practicability as far as the agency was concerned. They were then evaluated by the director of the Michigan United Fund and by the technical committee of the study, the consultants and the Child Welfare League of America representative.

#### Instruments of the Administrative Study:

Only part of the instruments used in the state-wide study were directly concerned with the administrative aspects and as such were the tools for obtaining the information discussed in this dissertation. They included the questionnaires used in personal interviews with board members, executives, supervisors, the institutional staff, and community agencies and interested citizens, as well as the schedules filled out by the surveyor to cover the constitution and by-laws, historical information, caseloads, working conditions, salary ranges, personnel practices and public relations.

#### Principles of Administration Used as Guide:

General principles of administration that were kept in mind by the writer throughout the state-wide study and which were used as a basis for evaluations were:

- (1) The effectiveness of administration tends to be related directly to the extent to which the power to delegate duties and the authority to perform them or get them performed by others resides in the individual or agency responsible for securing the performance of such duties.

(2) The effectiveness of administration tends to be related directly to the definiteness with which duties and administrative authority are delegated, and the degree to which those to whom such delegation has been made understand its nature and extent.

(3) The degree to which the recommendations of the board of trustees are accepted tends to be related directly to:

- (a) The size of the board.
- (b) The diversity of interests represented by board members.
- (c) The ability and prestige of board members.

(4) The soundness of the policies developed by boards of trustees tends to be related directly to the ability of board members, the extensiveness of the factual information available for board consideration, and the extent to which board policies are based upon both factual information and the judgments of persons who possess the greatest knowledge of the matters under consideration.

(5) The effectiveness of administration tends to be related directly to the extent to which both line and staff functions are clearly defined and their designation as line or staff is clearly understood by all members of the organization concerned.

(6) The optimum spans of control of administrators tend to be related inversely to:

- (a) The size of the organization which they administer.
- (b) The complexity of the functions their organization performs.



(c) The need for, and difficulty of, securing external coordination.

(d) The level of the positions of the administrators in the hierarchies of their organizations.

(7) The effectiveness of personnel management tends to be related directly to the degree to which employees are satisfied with the conditions under which they work.

Part One of the Pilot Study of the State-wide Study:

The prime purpose of part one of the pilot study was to test interviewing techniques and the probability of returns on mailed questionnaires. This first phase of the state-wide study was a survey of need in Macomb and St. Clair Counties and these became separate studies that are related to the administrative study only in terms of the recommendations and in terms of the technique used in the process.

Macomb and St. Clair Counties were selected for this phase of the study as the result of requests to the Michigan Children's Aid Society to establish a branch in the Macomb area. The study was to achieve two purposes: (1) To determine the need for such a branch; and (2) to enable the writer to test interview methods and the validity of questionnaires and to obtain general information about social needs that would apply to other areas of the state with similar problems.

There was a great deal of interest in Macomb and St. Clair Counties and tremendous cooperation. Forty-six individuals were interviewed in St. Clair County, and one hundred and ninety in Macomb County. For the

most part these were individuals whose work brought them close to the social needs of the community. They were judges, directors and workers in public and private social welfare agencies, school people (visiting teachers, superintendents, principals, and classroom teachers), police (city and state), sheriff's department, newspaper editors, secretary of the Chamber of Commerce, ministers, members of the Board of Supervisors, and health people (superintendent of hospital, doctors, director of the County Health Department and visiting nurses).

Each person who was interviewed in turn suggested others who knew the social needs of the community, such as labor, farm groups, women's groups, etc.

Because of limited time it was not possible to contact all of the individuals suggested. One hundred and fifty letters were sent to residents of St. Clair County and four hundred to residents of Macomb County asking their cooperation in taking part in the survey.<sup>1</sup> Half of these letters were sent to individuals whose names were chosen at random from telephone directories. There was a thirty-eight percent return on the letters. The same interpretation and the same questionnaire were used in the letter as in the personal interview.

The findings of the study were such that not only was a branch of the Michigan Children's Aid Society recommended for Macomb County, but also a Family Service Agency. An increase in the number of Michigan Children's Aid Society caseworkers was recommended for St. Clair County.

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<sup>1</sup>A copy of the letter, the questionnaires and the information about the Michigan Children's Aid Society which were sent to these residents may be found in Appendix C.

The reports on the Macomb and St. Clair studies were made to the general citizens committee in March of 1955,<sup>1</sup> and permission was received to conduct the second part of the pilot study in Jackson County to test all of the interviewing instruments which had been prepared for the larger study.

The Second Phase of the Pilot Study:

The second phase of the state-wide study was conducted in Jackson County in order to test the final validity of the instruments. It covered a three-week period and involved an evaluation of the local branch of the Michigan Children's Aid Society, the staff, the board, the relationship of the agency to the community, and the knowledge of the community concerning the agency.

The following procedure was used in Jackson and, when found successful there, was used in each of the other nine branches and in the Central Office.

A staff meeting was held shortly after the writer arrived in the agency. This meeting included all staff members and the executive, and was used to discuss the purpose of the study; the method of the study; and the material needed from the various staff members. It gave the staff members an opportunity to raise questions and to express feelings about the study.

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<sup>1</sup>A completed copy of this report may be found in Appendix C. The complete reports of the Macomb County study and the St. Clair County study are on file with the Michigan United Fund and the Michigan Welfare League in Lansing and the Michigan Children's Aid Society in Detroit.

A personal interview was held with the executive using Schedule I which contained 153 questions covering services of the agency, administrative duties, staff, board, finances, and community relationships.<sup>1</sup>

The executive and/or supervisor was asked to fill out a questionnaire on each staff member giving a short description of the employee's personality and work ability. Numerous other interviews were held with the executive throughout the process of the study in order to clarify information.

Personal interviews were held with each staff member using Schedules III and IV. An attempt was made not only to obtain the answers to the questions on the questionnaires but to also understand the workers' feelings and attitudes toward supervision, clients and the agency in general. The fifty-two questions asked each caseworker, using Schedule V, covered every phase of the services of the agency and told exactly how the worker handled her job.

The writer attended a regular or a special meeting of the board of trustees in order to discuss the purpose of the study, the method of the study and the help needed from board members. Arrangements were made for individual interviews with board members and for group interviews. Board members were interviewed in person if it was not possible for them to attend a group meeting. Usually the writer went to the board member's home or to his place of business; a few board members were willing to come to the agency office in order to be interviewed. Those who could

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<sup>1</sup>A copy of this schedule and all others may be found in Appendix B.

attend a group meeting wrote their answers to the same questions that were asked in the personal interviews. These questions from Schedule II included personal information about the board member, knowledge of board function, knowledge of the agency organization and service, and knowledge of staff qualifications and working conditions, and awareness of volume and quality of work handled by the agency. Besides the personal interviews each board member, both state and branch, was sent a letter asking them for an evaluation of the agency.

Personal interviews were held with community agencies and interested citizens in which Schedule XV was used and covered questions about the function of the Michigan Children's Aid Society, amount of contact with the agency, services offered by the Michigan Children's Aid Society, and how those services could be improved. The community agencies contacted in Jackson and subsequently in every county that had these agencies were: State welfare children's consultant, children's worker, probate judge, community chest, council of social agencies, county agent, county bureau of social aid, Florence Crittenton Home, family service, day nursery, child guidance clinics, visiting teachers, Michigan Children's Institute personnel, maternity hospital, and Salvation Army. Interested citizens included doctors, lawyers, school teachers, police, businessmen, members of the clergy, union representatives, hospital administration, and others whose work brought them in contact with the social welfare needs of children in their community.

Besides the personal interviews, letters were sent to every probate judge, every state welfare district consultant, every child welfare worker,

every child guidance clinic, every family service agency and every Michigan Children's Institute worker asking if they would evaluate the greatest needs for children in their areas of the state.<sup>1</sup>

Within the Jackson Branch this writer read the board minutes from the beginning of the agency to the present, read the agency history, the personnel policy, and went over five years of the agency budget and financial report and audit. The quality of casework and the quality of recording was studied by reading forty case records. One-half of these records were selected by the individual workers as illustrative of the work done; the other half were selected at random by this surveyor (every twenty-fifth case in the current file).

The Report on the State-wide Study:

The purpose of the report of the study,<sup>2</sup> which was submitted to the Michigan United Fund Study Committee on November 8, 1956, and which was approved by the general committee on November 19, 1956, and reviewed by the Admission and Budget Committee of the United Fund on December 14, 1956, was to tell what is actually being done in the field of child placement by the Michigan Children's Aid Society; describe the organization structure of the agency; outline what kind of a staff it has; how the agency is financed; and what its relationships are to others in the field of child welfare.

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<sup>1</sup>A copy of this letter is found in Appendix B.

<sup>2</sup>A copy of the complete report made to the Michigan United Fund Study Committee may be found in Appendix D.

In order to do this, every county in the state of Michigan was visited by the writer; material was gathered by interviews with other agencies, with courts, with hospitals, with professional groups, with labor groups, with farm groups, and with interested citizens. Further information was obtained by interviews with every staff member of the Michigan Children's Aid Society, branch and Central Office, by interviews with board members, by attending board meetings, special and regular, by letters, and by reading board minutes. Each branch office was visited; staff meetings were attended; clients were interviewed. Agency records were examined, both financial and historical; follow-up letters were sent to adoptive couples; boarding homes and adoptive homes were visited. The surveyor spent two weeks in the institution Chapin Hall and interviewed each girl. The personal interviews, letters and questionnaires were supplemented by the reading of five hundred and seventy-six case records in the ten branches and the Central Office.

The study was further enlarged by having the state department child welfare consultants, the children's workers, the probate courts, the child guidance clinics, the policewomen, the public school administrators, and various religious leaders evaluate what they saw as the greatest needs for children in their particular areas of the state. It was on the basis of this information that the findings and recommendations for the improvement and expansion of the Michigan Children's Aid Society were made.

In order to broaden the scope of the general study, other states and Canadian Provinces that had similar child placement programs were examined. There were sixteen such programs with a central office and

branches giving some kind of child welfare service. Three of these were included in the study of 1922. Information was obtained on the sixteen agencies by this writer through letters from the executives, through interviews with the executives and supervisors, and, whenever possible, from visits to the other states.

Report on the Administrative Study:

The purpose of this dissertation which is the report on the administrative study is to analyze the administrative processes of the Michigan Children's Aid Society and to describe the relationship of the executive, the supervisor and the board of trustees to these processes.

This thesis is written in response to the sense of urgent need among the executives of private child welfare agencies for a study that will define more concisely and more fully the responsibilities and relationships of those involved in the administrative process.

Four functions which are part of any total administrative process are planning, organizing, directing, and evaluating.

The primary purpose of planning is to interpret the general objectives of the agency into specific activities and experiences for all clients who are served by the organization. Planning determines priorities, surveys resources available, and indicates the amount of money needed.

The primary purpose of organizing is to create and maintain a structure. In the case of an agency like the Michigan Children's Aid Society the various branches, boards, and staffs must relate to each other so that functions are clarified and there is coordination and unity of effort throughout the total organization.



Organizing is the responsibility of all those involved in the administrative process--the board of trustees, the executive and the staff. The executive is the organizing agent whose responsibilities include selection of staff, assignment of duties, and delegation of authority commensurated with responsibilities assigned.

The executive in the position of director must give continuing attention to the organization itself, seeing that policies are adequate and that staff personnel have the ability and interest sufficient to maintain and strengthen the organization's usefulness.

The directing function is one of supervision--guiding the agency in its efforts to achieve its agreed-upon aims, objectives and goals. The directing function depends upon motivation, participation, communication, interpretation and integration. Directing at its best creates enthusiasm and inspires essential effort, defines relationships among the people involved and shares ideas. Directing produces a team spirit.

Planning, organizing, directing and evaluating represents the continuous cycle of administration whether for the executive, the staff, or the board of trustees.

Evaluating leads to new planning, new organizing and new directing. Evaluating seeks to answer the question "how well is the agency carrying out its function?" Evaluating seeks to discover the value of the agency as seen in face of present day needs. Evaluating is the day-to-day examination of the job and the needs of the community. It is an appraisal of the quality of practice in all aspects of the administrative process.

To depict the above four functions, planning, organizing, directing and evaluating, as they relate to one social welfare agency, the Michigan Children's Aid Society, is the prime purpose of this thesis.

#### Analysis of Data in the Administrative Study:

The administrative data in this study is analyzed in percentages and is reported in a descriptive narrative rather than being subjected to statistical analysis.

#### Summary

Various interview instruments in the form of questionnaires and schedules were developed under the direction of specialists in the field of research and the director of surveys of the Child Welfare League of America to be used in personal interviews with Michigan Children's Aid Society personnel and with others who knew the program of this agency.

To insure that the agency program be given a careful evaluation each county of the state of Michigan was studied separately as to need for child welfare services and as to the amount and degree of services received from the Michigan Children's Aid Society.

## CHAPTER III

### THE AGENCY

The Michigan Children's Aid Society is a state-wide private, non-sectarian child welfare agency organized to give services to children from birth through seventeen years of age. This service to children covers a five-fold program:

- (1) Adoptions.
- (2) Services to unmarried mothers.
- (3) Boarding care for children.
- (4) Institutional care for adolescent girls.
- (5) Protective services for children in certain areas of the state.

#### History:

The Michigan Children's Aid Society had its earliest beginnings in the state of Illinois in an organization known as the American Educational Aid Association. The Society in Michigan was organized as the Michigan Children's Home Society in 1891 in St. Joseph. For the first twenty years the work was largely confined to the placement of children in adoptive homes, but gradually the Society enlarged its activities to include what was known as "aid work" or services to children not permanently separated from their families, and branches were established throughout the state. This change of emphasis was reflected in the action of the trustees when the name of the Society was changed in 1921 to the Michigan Children's

Aid Society. In 1922 the Central Office was transferred from St. Joseph to Lansing, and in 1926 to Detroit.<sup>1</sup>

Administration:

Children in every county of Michigan are served by the Michigan Children's Aid Society.<sup>2</sup> Although the Society is not wholly a centrally-controlled, single agency like similar agencies in other states, it has a state board of trustees, a central state office and a state executive director. Instead of being wholly centrally-controlled, four different patterns of administration and sources of financial support exist:

(1) In Ann Arbor, Battle Creek, Flint, Jackson, Kalamazoo, Lansing and Pontiac county-wide agencies known as "branches" derive their total administrative funds from the local Community Chests and are administered by local boards of directors.

(2) A "branch" at Marquette, which serves the complete Upper Peninsula, has its own board and receives income from local Chests and Boards of Supervisors, but also receives about ten percent of its financial support from the Michigan United Fund through the Central Office.

(3) "Branches" at St. Joseph (serving five counties) and Traverse City (serving seventeen counties) have boards of directors but receive total support and direct supervision from the Central Office in Detroit.

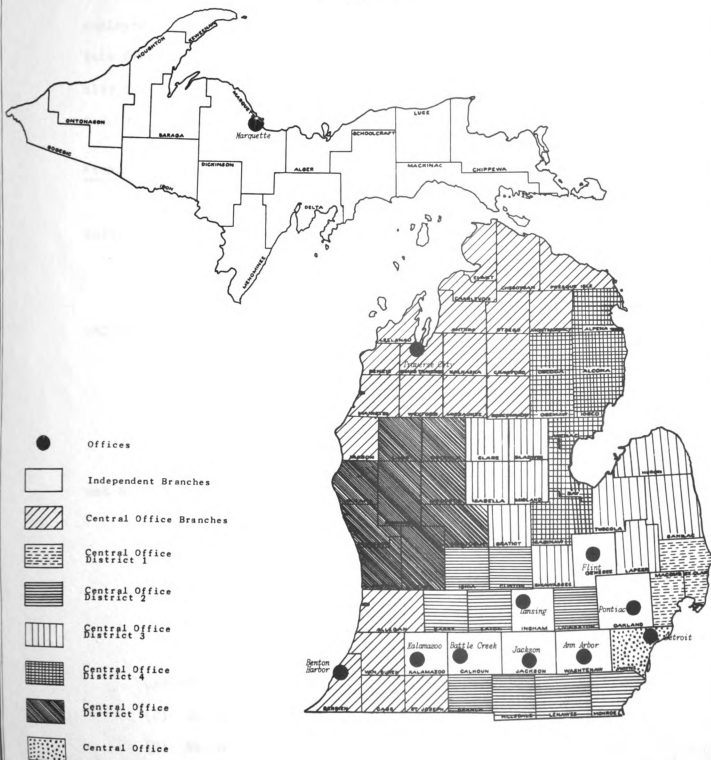
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<sup>1</sup>A more complete history is found in Appendix E.

<sup>2</sup>The map on the following page shows the location of these various areas.



MAP I  
LOCATION OF BRANCHES AND  
CENTRAL OFFICE DISTRICTS  
OF THE  
MICHIGAN CHILDREN'S AID SOCIETY  
 1955



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(4) Thirty-nine counties of the state are served directly by staff employed and supervised by the Central Office. These counties are divided into five Central Office districts or territories. Central Office staff also covers the work done by the Michigan Children's Aid Society in Wayne County.

Financial Sources:

In areas of the state that are served by branches the agency receives its funds for the most part from three sources:

- (1) An annual allocation from the local Community Chest.
- (2) Reimbursement for the expense incurred in providing care for children.

- (3) Gifts from individuals.

The Central Office areas receive funds from the following:

- (1) Michigan United Fund.
- (2) Community Chests in those areas where the United Fund is not active.

- (3) Funds and foundations.

- (4) Membership.

- (5) Direct appeal.

- (a) Christmas letters.

- (b) Direct solicitation in those areas not covered by the United Fund.

- (6) Interest.

- (7) Reimbursement for care of children.



The Program:

Boarding Care for Children. Under the boarding care program of the Michigan Children's Aid Society are boys and girls who range in ages from infancy to seventeen years. They may be the babies of unmarried mothers, children from broken homes, or youngsters awaiting adoption. Regardless of the reason they are under care, these children have come to the agency through one of two ways: (1) Voluntary application of the natural parent, parents or guardian; or (2) Through request or commitment by the court.

The needs of these children are met through the following services offered by the agency:

(1) Services to the Natural Parent

(A) Before the child comes under care:

1. Help in understanding:
  - a. Policies of the agency.
  - b. What is involved in boarding care.
  - c. Own feelings around placement of child and what this means to the child.
  - d. What alternatives there are in the community in case parent and worker feel the agency is not the answer.
  - e. Help in reaching own decision as to how the child's best interests may be met.

(B) At the time of admission:

1. Information around family situation.
2. Information about child's developmental history and relationship to parent.

(C) While child is under care:

1. Continuing the casework with parent's own problems as related to the child.
  - a. Help in using community services.
  - b. Encouragement of visits between the parent and child except where detrimental or where permanent separation is planned.
  - c. Evaluation with parent of the plans to take the child out of care.

(D) Discharge and after care:

1. Follow-up and supervision of home through direct services or through referral.

(2) Services to the Boarding Parent

(A) Selection of boarding parents:

1. Careful screening of applicants in order to better meet the needs of children.
2. Interpretation of agency policy.
3. Study of each family member including medical reports.
4. Inspection of the home.
5. Contacts with references.
6. Recommendation that the home be licensed by the Social Welfare Department.

(B) Placement of child:

1. Regular supervisory visits in order to help

the boarding parent understand the child and the child's family.

2. Close cooperation with other agencies such as schools, clinics, etc.

(C) Removal of child:

1. Discussion of plan as far in advance as possible.
  - a. Reason for removal.

(D) Renewal of license:

1. Interpretation that the home must be re-evaluated once each year.

(E) Closing of a home:

1. Reason why.
2. Referral to other agency if need is indicated.

(3) Services to the Child

- (A) Finding a boarding home suited to his needs.
- (B) Helping him to understand and to accept the need for placement.
- (C) Clarifying for him his relationship to his own family and to his boarding parents.
- (D) Seeing that his physical needs are met.
- (E) Helping him to have a better school or social adjustment.
- (F) Providing him an opportunity to have some relationship with his own family if this is possible.

- (G) Finding a new home for him in the event this becomes necessary.
- (H) Helping him understand the reasons for continuing placement.
- (I) Helping to prepare him to leave foster care.

Service to Unmarried Mothers. Casework with unmarried mothers has a two-fold objective: (1) Making plans for the baby, consistent with his right to a happy, normal growth and family experience; and (2) helping the unmarried mother in various ways which enable her to mature emotionally and to make a decision to keep, place, or surrender her baby for adoption in accordance with her own potential capacity.

The agency meets the above two objectives with the following casework services:

- (1) Counseling in the area of the girl's personal problems and her family relationships in an effort to help her face the reality of her situation.
- (2) Planning for medical care which includes pre-natal, confinement and post-natal.
- (3) Financial planning for the girl's care as well as the baby's.
- (4) Planning for the child on a long-time basis whether or not the girl is placing the child for adoption.
- (5) Helping the girl with her feeling toward the alleged father as well as working directly with the man if possible.

- (6) Providing legal aid or legal interpretation to help the girl understand her rights.
- (7) Offering a temporary boarding care service for the baby if the girl needs time in reaching her decision.
- (8) Securing from the girl and, if possible, from the alleged father background information if adoption is indicated:
  - (A) Physical descriptions.
  - (B) Health histories, physical and mental.
  - (C) Educational background; work history; financial status.
  - (D) Talents and hobbies.
  - (E) Religion.
  - (F) Complete family histories on both sides including physical descriptions, health, education, occupations, religion, etc.
- (9) Offering a follow-up service or referral to other agencies for all unmarried mothers regardless of decision around baby.

Adoptive Services. The primary purpose of an adoptive program is to place each child who is available for adoption in the permanent home which seems best suited to meet his needs. In doing this the Michigan Children's Aid Society offers a state-wide approach. The thinking in back of this plan is that it allows for greater choice of placement, minimizes the danger of disclosing the identity of the child, and gives

the opportunity for more objectivity in the planning.

In this state-wide plan the branches and field representatives carry on the casework with natural parents which may lead to a release of the child to the agency, and branches and field representatives make adoptive home studies. Records of both of these areas of work are sent to the Central Office in Detroit where the first step of the matching process takes place. The record or records of a prospective home, or homes, is sent to the branch or field representative who knows the natural parents, and the material regarding the baby is sent to the branch or field worker who knows the prospective adoptive home, or homes. If all parties agree on the choice of the home, then the agency proceeds with the offering of the child to the chosen adoptive parents.

Services to Adoptive Parents:

- (A) Screening of applicants.
- (B) Medical examination and/or proof of sterility.
- (C) Acceptance of application.
- (D) Study of adoptive applicants.
- (E) Study of the home.
- (F) References.
  - 1. Personal interviews with references concerning family.
- (G) Legal procedures.
  - 1. Verification of marriage; divorce.
  - 2. Interpretation of legal aspects of adoption.

- (H) Recommendation and approval of home.
  - 1. This is a joint process of the branch and field representative and the Central Office.
- (I) Presentation of the history of the child.
  - 1. Both parents must be present.
- (J) Preparation of adoptive parents for the showing of the child.
- (K) Showing of the child.
  - 1. Adoptive parents travel to the branch or Central Office area that has the baby.
- (L) Filing the petition with the court.
- (M) Placement of the adoptive child.
  - 1. Adoptive parents go after the baby themselves.
- (N) Supervision.
  - 1. At least four home visits must be made during the year before the adoption becomes final.

Institutional Care. The Michigan Children's Aid Society maintains an institution, Chapin Hall, for adolescent girls in St. Joseph. The purpose of Chapin Hall is to provide a flexible, active program and case-work services for not more than eighteen girls who have had behavior problems or environmental problems in their own communities. The object is not long-term care, so between 25 and 30 girls are served from all parts of the state each year.

Protective Services. Protective service is in nature the accepting of so-called neglect cases. The filing of neglect petitions may be done

at the agency's discretion. Filing of petitions is to be done as a last resort after all attempts to use casework methods with families have failed to bring improvement in the lives of children. Protective services are occasionally provided for children in their own homes. This issue arises mainly in unorganized areas where there are no other agencies to meet the needs.

The branches of the Michigan Children's Aid Society consider protective services to include the supervision of children in their own homes or in the homes of relatives. Usually these children have been under the agency's boarding care program or are waiting to be placed in a home. The Central Office uses the general classification "family investigations" to cover the investigation of children reported to be improperly cared for when such a referral comes from a school, court or individual.

Classification of Cases Accepted by the Michigan Children's Aid Society.

- (1) From Courts: Children of various classifications are accepted from Probate Courts, Circuit Courts, and other agencies. Cost of board, etc. is generally paid by the Court for court wards, and such boarding care may go on for a long period of time.
- (2) Divorced Parents: Children of divorced parents are accepted if they have a particular need for supervised foster home care.



- (3) Employed Parents: Children of employed parents are occasionally accepted if there is a cause, other than employment, which would indicate a child's need for boarding home care.
- (4) Unmarried Parents: Unmarried mothers and their children are given service including casework with both unmarried parents before and after confinement; assistance to the unmarried, pregnant girl in entering a maternity home if that is her choice; and either boarding or adoptive plans, or both, for the baby.
- (5) Handicapped Children: The Society occasionally, in cities where generous medical facilities are present, such as in Ann Arbor, Traverse City and Marquette, accepts children who are handicapped, such as crippled children, diabetics, those with heart conditions, etc.
- (6) Emotionally-disturbed Children: Occasionally, emotionally-disturbed children are accepted in cities where excellent psychiatric guidance facilities are available. Kalamazoo is an illustration.
- (7) Adoptive Service: With respect to adoptive placement, the Society has an extensive program in this field, and a special section of the manual is devoted to adoptive policies.
- (8) Mentally-retarded Children: Feeble-minded children are not generally considered the responsibility of private

children's agencies on a long-time basis, but the Society may board children in this category until they may be accepted by the state institutions if a suitable boarding home is available.

- (9) Emergency Care: It is generally agreed that emergency care children are the responsibility of each local community and that some public facilities should be established for this purpose, but the Michigan Children's Aid Society does accept them at present.
- (10) Illness of Parents: Children may be accepted for boarding care if parents are physically or mentally ill.

Summary:

The agency which provided the setting for this study is a private non-sectarian state-wide agency that provides a program in five areas of child welfare: adoption, boarding care, services to unmarried mothers, institutional care for adolescent girls, and protective services in certain areas of the state.

At the time of this study the agency was sixty-five years old and had ten branches with varying degrees of autonomy. The rest of the state not served directly by branches was provided with services by the Central Office in Detroit.

Being a private agency, the Michigan Children's Aid Society is financed by allocations from Community Chests and funds, by reimbursement for care of children, and by gifts from individuals.

## CHAPTER IV

### REVIEW OF RESEARCH AND LITERATURE

#### PART ONE. REVIEW OF RESEARCH IN CHILD WELFARE

##### Early Studies:

There have been in recent years a number of studies of child welfare agencies and of certain phases of the child welfare program such as adoption services. Many of these studies were reviewed as a part of the state-wide Michigan Children's Aid Society study. The studies that had the greatest direct influence upon the administrative study are described on the following pages.

The study which had the most direct influence on the present study was one made by the United States Department of Labor, Children's Bureau,<sup>1</sup> in 1922 and 1923 of ten child placement agencies of which the Michigan Children's Aid Society was one. The purpose of this early study was "to set forth what was actually being done in the field of child placement in the New England, Mid-Atlantic, Southern, and Middle Western states." Two Michigan agencies were included--the Michigan Children's Aid Society and the St. Vincent dePaul Agency of Detroit.

At the time of this study fifty private institutions and agencies were licensed by the State of Michigan. The study stated that the Michigan Children's Aid Society aimed to supplement and not to duplicate the

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<sup>1</sup>Hewins, Webster, and Evans, op. cit.

work undertaken by the State Welfare Commission and other agencies. The Michigan Children's Aid Society was not only placing children in free and adoptive homes but was also doing rapidly increasing work with children whose homes were broken more or less temporarily. The agency efforts centered around rehabilitation for the family at the same time the children were being supervised in boarding homes.

One of the conclusions of this study was that sufficient money and effort should be spent in investigating and developing foster homes in order that children may be spared the physical and mental strain of placement replacement.

#### The Pittsburgh Study:

The Pittsburgh study made in 1934-36 was focused on the work of social welfare agencies but its orientation was to community needs. This was a study of Pittsburgh and Alleghany County in Pennsylvania<sup>1</sup> and was made under the auspices of a large citizens' committee with funds made available by the Buhl Foundation of Pittsburgh in the interest of adopting services and agencies to existing and future needs.

This study developed the use of a large citizens' committee, consultants in the field and the use of trained social workers as staff to conduct the study. The Pittsburgh study was instrumental in aiding the present study in method and technique of approach. The scope and

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<sup>1</sup>Philip Klein, A Social Study of Pittsburgh; Community Problems and Social Services of Alleghany County, Columbia University Press, New York, 1938.

perspective of the two studies were similar. Mr. Manfred Lilliefors served on the planning committees for both.

It was also found from examining the Pittsburgh study that the children's aid society in that study was faced with many of the same problems as those presently facing the Michigan Children's Aid Society, namely, limited staff and funds. The Pittsburgh study stated that "It is much more important for a voluntary agency to provide leadership and to establish standards than to attempt to carry the total volume of services as its operative task."

#### The Rockland County Study:

Another study that was county-wide in its scope was one made of the child welfare services in Rockland County, New York.<sup>1</sup> This study was planned to focus attention on the problems brought to the organized social welfare agencies of the community and the help that was given them; the use made of community resources for the benefit of the children served by these agencies; and what the agencies did to assure the general well-being of these children.

#### Michigan Studies:

There were six studies made in the state of Michigan in the two-year period of 1950 to 1952 which centered on the question of how Michigan is meeting the needs of its children. These studies were:

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<sup>1</sup>Abe-el-Hanmid Zaki, A Study of Child Welfare in a Rural New York County, Bureau of Publications Teachers College, Columbia University, New York, 1947.

Staff Report on the Michigan Department of Social Welfare; report No. 24 to the Michigan Joint Legislative Committee on Reorganization of State Government, "Little Hoover Commission," 1951;

Foster Care of Children in Michigan; report of the Joint Legislative Committee to Study Foster Care, 1951;

Children and Youth in Michigan; report of the Michigan Youth Commission, 1950;

Report of the Governor's Study Commission on the Deviated Criminal Sex Offender, 1950;

Sherwood Norman, The Detention of Children in Michigan; a National Probation and Parole Association study for the Michigan Probate Judges Association, 1952; and

Maxine Boord Virtue, Study of Basic Structure for Children's Services in Michigan, for the James Foster Foundation, 1952.

The first two studies were officially requested by the state legislature and were made under the supervision of joint legislative committees. The next two were requested by the governor and were made with the participation of citizen groups. The fifth study was initiated by the Michigan Probate Judges Association and was made by a staff member of a national agency of established expertness in the field of study. The sixth study was done by a legal expert for the James Foster Foundation, one of Michigan's foundations devoted to promoting the welfare of the people of the state.

All of the six studies took a state-wide view of the problem, but each had a somewhat different focus. One study is broadly gauged,

considering many aspects of the problem from the standpoint of the overall planning and development of services for children and youth. Two others focus primarily upon the structure and organization of agencies serving children. The other three studies deal with the problem in terms of children with special needs--for foster care, detention care, and protection in deviated sex offenses.

Notwithstanding such differences in sponsorship, approach and focus, and in spite of their independent origin and separate publication, the reports dovetail remarkably. Significant common denominators run through them all. Large areas of agreement are apparent both in the findings and the recommendations.

The year 1952-53 saw a survey study of the United Community Services and its member agencies in Detroit. This study was limited to the administrative organization of the United Community Services of Metropolitan Detroit and to the agencies financed through the United Community Services. The emphasis was to be upon the administrative efficiency and the economy of the separate agencies; any duplication that may exist; and possibilities of combinations or eliminations; any possibilities of transferring certain services to government; and any preferential treatment that may appear desirable due to developing need and public interest. The study covered care of the aged, family service, care of children, health and hospital, recreation and group work.

The survey staff was asked to secure answers to specific questions of need and to review previous studies and surveys such as:

"Family Casework Service in Metropolitan Detroit." The report of a study made in 1944 by a Family Casework Committee appointed by the Council of Social Agencies.

"The Consultation Bureau of Detroit--Its Future Program and Its Relation to Family Service in Metropolitan Detroit" by Stanley Davies, Arthur Dunham and Clarice Freud in 1946.

Hunter Community Survey of Detroit made in 1948.

Merger Study of 1950 establishing Family Service of Oakland County.

Reorganization of Down River Consultation Service study made in 1945.

"Final Report of Committee Inquiring into Problems, Practices, Procedures of Department of Public Welfare of Detroit," 1949.

This study found in the area of children's agencies that there was extensive overlapping in the Detroit area between the work of voluntary agencies and the Juvenile Court, that several child-care agencies were urgently in need of professionally-qualified staff, that skilled casework service was needed for the group of agencies caring for delinquent or emotionally-disturbed older children, that casework service should be extended to Negro unmarried mothers and to all mothers placing their children in adoption independently, that child-placing agencies needed to extend adoption service, and that boarding home care and institutional service were equally valid but needed to be used in terms of their specific potential for helping an individual child.



Studies Involving Branches of the Michigan Children's Aid Society:

An appraisal was made in 1950 of the voluntary health, welfare and recreation services of Pontiac.<sup>1</sup> Sponsor for this study was the Pontiac Community Chest. This study covered all local agencies including the Oakland County Branch of the Michigan Children's Aid Society.

Two studies were made of branches by John E. Dula of New York for the Child Welfare League of America. One was made of the Jackson Branch in 1951; the other was made of the Lansing Branch in 1952. Both of these studies were made at the request of the local boards of trustees and of the Community Chests.

All of the above studies recommended additional staff for the local branch.

The Flint Branch of the Michigan Children's Aid Society was studied in 1946 and 1947 as a part of the Borst survey to determine needs for social services in the community. This survey was sponsored by the Flint Community Chest and delegated the problems of the unmarried mother and her child to the Michigan Children's Aid Society. The following is a quotation from the study:

There are a number of specialized services in the field of child care which are now covered inadequately. Chief among these perhaps is the care of the unmarried mother and her child. There is at present no clear-cut plan as to responsibility for this work among the various agencies. Under the present confused plan, very young babies are separated from their mothers without sufficient effort to keep them together; adoptions are not properly safeguarded and

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<sup>1</sup>Gordon Berg, An Appraisal of Voluntary Health, Welfare and Recreation Services of Pontiac, Michigan, Pontiac Community Chest, 1950.

occur far too frequently. Social service for unmarried mothers and their babies is a highly specialized, technical job and in a city of this size should be centralized in one children's agency equipped with caseworkers who have been specially trained in this branch of work. As child placement agencies have more flexible facilities than institutions, it would seem wise to equip the Michigan Children's Aid Society to assume this service. Such an undertaking would be almost useless, however, unless the Juvenile Court would agree to cooperate and cease its present practice of removing babies from their mothers and placing them for adoption without proper investigation or sufficient cost. The work with unmarried mothers in Flint needs to be organized under one children's agency and this would be another logical function for the Michigan Children's Aid Society to assume.<sup>1</sup>

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<sup>1</sup>Borst Survey, pp. 37-38.

## CHAPTER IV

### PART TWO. REVIEW OF PERTINENT LITERATURE

#### Administration:

Administration may be defined as the exercise of leadership toward a given focus or purpose. Social welfare administration may be defined as the exercise of leadership towards the complete and desirable development of human beings. While each specialized field of administration is unique, there is a marked similarity or indeed a common strand between and among all "administration." Focus of purpose is the differentiating or unique quality or factor in the exercise of leadership and hence administration.

Effective administration demands thorough familiarity with a set of basic principles regardless of the particular area of activity. During recent years both theorists and practitioners of administration have devoted increasing attention to the underlying foundations of administration.<sup>1</sup>

Skillful administrators are vital to every dynamic, successful enterprise. Other things such as capital and technical knowledge are also needed, but without competent executives no organization can long hold a place of leadership.

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<sup>1</sup>John Guy Fowlkes, . Editor's Introduction, Administration in Profile for School Executives, Harper and Brothers, New York, 1955.

Administration is the guidance, leadership, and control of the efforts of a group of individuals toward some common goal. Clearly, the good administrator is one who enables the group to achieve its objectives with a minimum expenditure of resources and effort and the least interference with other worthwhile activities.<sup>1</sup>

Over the long period during which administrative practices and patterns have been evolving, striking changes and emphasis have occurred. In recent decades extensive literature on administration has been appearing, and a fairly clear theory of administration has been evolving.<sup>2</sup>

Today, professional schools of social work are graduating case-workers, supervisors, and, to some degree, administrators. With few exceptions professional schools have offered courses in administration for a relatively short period of time. In most schools the subject is still in the earlier stages of development and needs more clear-cut definition. The relationship of the field of social agency administration needs to be more consciously and clearly established to the rest of the social work profession in order to give meaning to the training program.

Social work has drawn from many different professions and it has also drawn from the general field of administration. Social work has

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<sup>1</sup>William H. Newman, Administrative Action, the Techniques of Organization and Management, Prentice-Hall, Inc., New York, 1951, p. 1

<sup>2</sup>John A. Bartky, Administration As Educational Leadership, Stanford University Press, Stanford, Calif., 1950.

found with supervision that an integration of teaching and casework is required. So, also, with the administration of a social casework agency a special faculty is required which comes from training, experience, and ability in both casework and administration. Writings in specific fields of administration, such as business organization, law, public administration, personnel management, and so on, indicate the general concepts and generic principles on which the field is based.

Such a broad generic process when applied to social casework administration can be effective only when the organization as a whole is seen in the form of a skeletal structure of activities that operate as a framework within which the philosophy, content, and processes of the social casework field can be carried on. This then develops a different and distinct administrative process, one that becomes unique to the field of social casework.<sup>1</sup>

The purpose of this administrative process is to facilitate the combined efforts of a group of persons brought together to achieve some common objectives.<sup>2</sup>

Arlien Johnson feels "that administration is a process and method by which objectives of a program are transformed into reality through a structure and a mode of operation . . . ." She goes on to say that

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<sup>1</sup>Gertrude R. Davis, "Executive Process in the Administration of the Social Case Work Agency," The Family, February, 1945, Vol. XXV, No. 10, pp. 375-376.

<sup>2</sup>Ray Johns, Executive Responsibility, Association Press, New York, 1954, p. 28.

"administration, therefore, is a continuous and continuing activity in which whole solutions of one problem introduce new elements so that fresh problems can be solved. . . .It is a process, dynamic, changing, and the structure through which the activity flows must at the same time be flexible and adaptable."<sup>1</sup>

Thus administration is recognized as a process involving the application of skilled methods and professional discipline.<sup>2</sup>

The different aspects of administration fall into five principle functions: (1) determining the purposes, aims, objectives of the organization; (2) establishing the structure of the organization; (3) directing the work of the organization; (4) evaluating accurately the total outcomes, in relation to established purposes; and (5) looking ahead and forecasting, so that services are kept consistent with changing needs and resources.<sup>3</sup>

One way to analyze administration is to think in terms of what an administrator does. Using this approach, the work of any administrator can be divided into the following basic processes:<sup>4</sup>

- (1) Planning--that is, determining what shall be done.

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<sup>1</sup>Arlie Johnson, "The Administrative Process in Social Work," Proceedings of the National Conference of Social Work, 1946, Columbia University Press, New York, 1947.

<sup>2</sup>Bertram Black, "Tools and Techniques of Administration," Social Casework, June 1950, Vol. XXI, No. 6.

<sup>3</sup>Johns, op. cit., p. 31.

<sup>4</sup>Ernest Oscar Meby, Administering Community Education, Prentice-Hall, New York, 1955.

(2) Organizing--that is, grouping the activities necessary to carry out the plans into administrative units and defining the relationships among the workers in such units.

(3) Assembling resources--that is, obtaining for the use of the enterprise the personnel, capital, facilities and other things needed to execute the program of the agency.

(4) Directing--that is, issuing instructions.

(5) Controlling--that is, seeing that operating results conform as nearly as possible to the plan.

There is a sixth group of activities which takes more or less of the time of every administrator, namely, performing non-delegated activities. Important among non-delegated duties are the external contacts that the executive of a social agency must make personally. The performance of non-delegated duties is not considered a part of administration, and the activities involved are of almost infinite variety, depending upon the local situation and the particular interest and capacity of the executive concerned. Consequently, in this study of the Michigan Children's Aid Society there will be no more than recognition that non-delegated activities do limit the time an executive has to spend on administrative duties.<sup>1</sup>

While all administrators engage in the five basic processes just listed, it will be clear that the proportion of time they spend on each

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<sup>1</sup>"Strengthening Supervisory and Executive Performance," American Management Association, New York, 1956.

will vary from time to time, from executive to executive, and from agency to agency. Nevertheless, the five processes are sufficiently universal in application, basic in nature, and comprehensive in scope to provide a useful framework for an analysis of administration in social casework.<sup>1</sup>

Goals and Their Advantages. Sound administration starts with a statement, or at least a clear recognition, of goals to be achieved. Each individual from the board president to the case aid should know the aims of his particular activities. For this purpose, it is useful to express plans in terms of the results to be accomplished.<sup>2</sup>

Goals serve a dual purpose in administration. They are vital links in the planning process, and they are also essential elements in the process of control.<sup>3</sup>

The importance of objectives in planning is borne out by Gulick's observation based on extensive experience in a wide variety of governmental operations:

"A clear statement of purpose universally understood is the outstanding guarantee of effective administration."<sup>4</sup>

Planning is essentially an executive function. Planning is merely a systematic way of doing things. It means "to do things in an orderly

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<sup>1</sup>Newman, op. cit., p. 5.

<sup>2</sup>Raymond Randall, Executive Development in Action: Patterns and Techniques, Washington Society for Personnel Administration, 1955.

<sup>3</sup>Newman, op. cit., pp. 18-19.

<sup>4</sup>Luther Gulick, Administrative Reflections from World War II, University of Alabama Press, 1948, pp. 77-78.



way, to think before acting, and to act in light of facts rather than guesses."<sup>1</sup> Planning suggests "what is to be done, how it is to be done, by whom, and at what cost . . . planning in one form or another is the very essence of administration, and the administrator without imagination and foresight is doomed to failure."<sup>2</sup>

Planning occurs in all parts of a social welfare organization: in staff groups, committees of the boards, special interest groups such as groups of boarding and/or adoptive parents, and in the board of directors. Budgeting is a planning process. Planning which affects a social agency also goes on in inter-agency groups--community chest and council groups, and other community organizations. Planning is a process which permits wide participation; it can occur on different levels; it can be done with projects of limited importance as well as on far-reaching matters. Planning can be for immediate problems and for long-range projects. It involves records; it utilizes both informal studies and more formal research.<sup>3</sup>

Stimulating and guiding the planning process, securing wide participation, and keeping it free from domination, is a central executive function.<sup>4</sup>

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<sup>1</sup>L. Urwick, The Elements of Administration, Harper and Brothers, New York, 1944, p. 33.

<sup>2</sup>Marietta Stevenson, Public Agency Administration, Chicago, University of Chicago Press, 1938, p. 6.

<sup>3</sup>Harlan Hagman and Alfred Schwartz, Administration in Profile for School Executives, Harper Bros., New York, 1955.

<sup>4</sup>Johns, op. cit., pp. 40-41.

The simplest way for an executive to spread the task of planning is by delegation to his operating subordinates.<sup>1</sup>

Boards of Trustees. The place of the board of trustees in business, government and voluntary social agencies has reached a new high in social importance and complexity.<sup>2</sup> Because of this, the philosophy and practice of board matters require increasing attention in the examination of the administrative process.

As most voluntary social welfare agencies such as the Michigan Children's Aid Society are incorporated, their boards are more than just a group of volunteers. They are the legally responsible directors for a corporation with complex operations and with multiple trusteeship for members or clients, for professional staffs, for volunteer workers, and for the supporting community.<sup>3</sup>

The board of a social agency is the governing body and is responsible to the community for program formulation and for control of fiscal matters. In order to carry out its function effectively the board needs to have a clear understanding of the purpose of the agency. It should maintain a continuing relationship with Community Chests and Councils. Through this and other means the board is responsible for insuring that the agency continues to meet the community needs and is operating effectively with other agencies.

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<sup>1</sup>Newman, op. cit., p. 96.

<sup>2</sup>Roy Sorenson, How to be a Board or Committee Member, Association Press, New York, 1953, p. 5.

<sup>3</sup>Ibid., pp. 6-7.

The power and duties of the board should be clearly defined in the agency's by-laws.<sup>1</sup> Members and officers of the board should be selected on a rotating basis for a specific term of office, with a limitation on consecutive terms. Meetings should be regular and planned. A method of continuous evaluation of agency program should be established; for example, through the use of joint staff and board, and community participation.

The agency board is responsible for the selection of the agency executive.<sup>2</sup> The board delegates full responsibility to the executive for the administration of the agency's program, within a budget adopted by the board. The board also gives the executive responsibility for the selection, direction, and release of staff and responsibility for the administration of personnel practices as determined by the board. The executive should actively participate in board meetings and in general planning, and should be present at all board meetings as a non-voting member but should not be an officer of the board. It is not proper for the executive to be a member of the board nor to be held responsible for the conducting of meetings of the agency, for the obvious reasons that he should not be allowed to vote on policies that may affect his own salary or his own working conditions. If he is competent, he does not need a vote to secure acceptance of desirable measure. If he is not competent, his vote would merely add to the unhappy result of his inadequacy. Social agency controls

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<sup>1</sup>Gren O. Pierrel, The Executive Role in Y.M.C.A. Administration, Association Press, New York, 1951.

<sup>2</sup>John Calhoun Baker, Directors and Their Functions; A Preliminary Study, Harvard University, 1945.

flow from the principle of developing the largest possible participation of the lay members of the community in social work and/or promoting their responsibility as a voluntary serving group of individuals. The board should provide channels through which the staff are encouraged to give their technical knowledge and experience to policy formation, and should establish appeals machinery on personnel matters.

The board is a guide to the executive.<sup>1</sup> It helps him to direct activity along serviceable lines. On the other hand, the board should not interfere in management. It should leave the executive free to employ and to discharge staff members within the limitation of his budget.

The purposes of an organization are described, initially, when the organization is established--through the articles of incorporation of charter, and through a constitution or set of by-laws, or, in the case of a public agency, in the authorizing legislature. Aims and objectives are established officially by the board of the social agency. Executives take part in the formulation of policy, however, as they provide facts, clarify issues, make proposals and suggest action. The structure of the organization is ordinarily created in general terms in the provision of the constitution and by-laws. Subsequent action of the board and the executive staff further decide the organizational pattern. Directing and overseeing the work of the organization is the responsibility of both the board and the executive and other supervisory staff members. The

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<sup>1</sup>Percieval E. Jackson, What Every Corporation Director Should Know, Wm. Fredrick Press, New York, 1949.

board gives general oversight, and may exercise its function to review and authorize plans and approval of work accomplished. The senior executive gives closer oversight, personally and through his associates. He and the other executives provide the major direction.<sup>1</sup> The board selects and employs the senior executive and holds him accountable for the over-all work of the organization. The appraisal of over-all results is the primary responsibility of the board and of the senior executive staff, but it is a function in which members of the organization, at all levels, invariably participate. Another function of the administration is to look ahead and make forecasts, so that the work of the organization is kept consistently changing needs and available resources.<sup>2</sup>

Make-up of the Board.<sup>3</sup> The make-up of the board of directors is quite as important as are its responsibilities and functions. Although the constitution and by-laws usually prescribe the board's size and the mode of appointment, important consideration of policy enters into the election of its members.<sup>4</sup>

Qualifications for board membership which have been suggested by various authorities are: (1) Understanding of the problems of the organization; (2) readiness to give time; (3) desire for the

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<sup>1</sup>Myles LaGrange Mace, The Board of Directors in Small Corporations, Harvard University, 1948.

<sup>2</sup>Johns, op. cit., p. 32.

<sup>3</sup>Elwood L. Street, A Handbook for Social Agency Administration, Harper and Brothers, New York, 1947, p. 44.

<sup>4</sup>Pierrel, op. cit., p. 133.

work to advance; (4) possession of the confidence of the community; and (5) ability to give special service along specific lines of the organization's activities.

Roy Sorenson in his book<sup>1</sup> has this to say about boards:

"Boards perform such basic functions as these for their agency: They validate the services; they help to secure appropriate response. They establish general policies and approve plans. They oversee the operation of the agency. They interpret the work."

A board of directors uses five fundamental methods: (1) They appoint the senior executives and major committees; (2) they review and advise concerning statements of proposed policies and plans, reports of work and progress; (3) they negotiate through delegated individuals or groups financial allocation with community chests, contracts, and other business arrangements of staff members and other organizations; (4) they adopt, approve, and authorize reports, recommendations, budgets and other plans.<sup>2</sup>

The effectiveness of a board of directors depends to a very large degree on the interests and abilities of its members, the board leadership, and the related executive service.<sup>3</sup>

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<sup>1</sup>Roy Sorenson, The Art of Board Membership, New York Association Press, 1950, pp. 16-28.

<sup>2</sup>Roy Sorenson, How to be a Board or Committee Member, Association Press, New York, 1953.

<sup>3</sup>Melvin Thomas Copeland and Andrew R. Towl, The Board of Directors and Business Management, Harvard University, Boston, 1947.

Agency Boards.<sup>1</sup> The following are suggested as desirable provisions for board composition and organization of a private agency:

(1) The board should be a single unit consisting of both men and women.

(2) The number of board members should be not less than fifteen nor more than thirty-five. Large agencies with a number of local branches may find it necessary to enlarge this number in addition to maintaining local boards who will assume responsibility for local problems under specific mutual agreement with the central board.

(3) The board should assume the responsibility for making policies with respect to the program of the agency, for personnel standards, and decide whether or not to engage in action on broad social issues and problems affecting child welfare as a whole, such as social legislation.

(4) The board should take responsibility for insuring an adequate budget for the agency, equipment and resources with which to carry out its avowed purposes.

(5) The function of the board members should be accepted as making policy and representing the agency in the community. They should not take any direct responsibility for administering the

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<sup>1</sup>Clarence King, Social Agency Boards and How to Make Them Effective, Harper and Brothers, New York, 1938.

service. However, the board should establish the general framework of policy within which the executive and staff are expected to work and which they should help to formulate.

Board Responsibilities and Duties:<sup>1</sup> The board of directors of a social agency is responsible to the community for the overall conduct of the agency with specific reference to: (1) The management and administration of agency funds; (2) responsibility for interpreting the financial needs of the agency to fund-raising groups and groups responsible for making budgetary appropriations; (3) provision for agency organization whereby policies of administration, personnel, public relations and direct service may be formulated; (4) serving as representative of the agency explaining its program and policies to the community, and putting this into reverse, representing the community to the agency.

Once the board has employed a properly qualified executive, it is important to delegate the responsibility for developing the professional standards for the operation of the program to him. It is equally important, however, that he be given the responsibility of insuring board backing in using it. Therefore, it is desirable to set up procedures that will provide free-flowing channels of communication between board, executive and staff. Such channels should permit staff to be appropriately informed

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<sup>1</sup>Calman Rawley, The Essential Function of a Board of Directors, Child Welfare League of America, December, 1948, p. 4.



on matters of interest to the agency such as new plans affecting the program, activities of the board and executive in representing the agency on special occasions, etc. Staff members, both professional and clerical, should be expected to bring the benefits of their own experiences to bear on the development of policy through designated channels.<sup>1</sup>

Requisites and Responsibilities of the Individual Board Member.<sup>2,3</sup> Some of the requisites for board membership are:

- (1) An understanding of the purpose and function of the agency and conviction of its importance as a program.
- (2) The capacity to see the agency objectively in relation to changing community needs and to be receptive to changes necessary to meet such needs.
- (3) An understanding of the agency's policy on the difference in function between board and staff, and ability to work in genuine accord with the policy.

Some of the responsibilities of the individual board member are:

- (1) To keep informed of developments in the field of child welfare as these affect the agency.

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<sup>1</sup>Spencer H. Crooks, Guide to Board Organization and Administrative Problems, Child Welfare League of America, 1951. Outline for Member Agencies, June, 1951, p. 5.

<sup>2</sup>Melvin A. Glasser, What Makes A Volunteer?, Public Affairs Commission, New York, Pamphlet No. 224, 1955.

<sup>3</sup>Charlotte K. Demorest, The Board Member's Manual, National Publicity Council for Health and Welfare Services, New York, 1951.

- (2) To serve on committees.
- (3) To attend meetings regularly.
- (4) To carry out all assignments.
- (5) To become acquainted with the agency quarters as well as all staff members.
- (6) To make constructive criticism of the agency through the appropriate channels.
- (7) To keep informed of the community needs and the role played by the agency in meeting these needs.<sup>1,2</sup>

Committees of the Board. Boards of directors carry on their work largely through committee action. Committees have many uses. They enable the social agency to enlist the cooperation of other groups and that of individuals. They provide centers for an interpretation of the agency's work and the community at large. They train their members for the assumption of larger responsibility in the agency and in the community.

Committees technically are of two main kinds--the advisory committee with responsibility for rendering opinions, and the executive committee with responsibility for direct action. The function and authority of each committee are best carried out when based on full and specific information. This requires all standing

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<sup>1</sup>Crooks, op. cit., p. 8.

<sup>2</sup>The Board Member of a Family Agency, Family Welfare Association of America, New York, 1944.

and special committees to be created as a result of board action, for the purpose of fulfilling a definite need, with a clearly-stated charge and a specific time limit for reporting back to the board. The following are usually the committees of a child welfare agency:<sup>1</sup>

- (1) Executive committee.
- (2) Committee on budget and finance; should include investments as a sub-committee.
- (3) Personnel committee.
- (4) Committee on service.
- (5) Committee on public relations.
- (6) Committee on legislative action.
- (7) Nominating committee.

There is a need to limit the number of committees of any one board to a realistic figure. The nature and variety of the agency's program and the geographical areas served will be important factors in determining the number and the kind of committees working actively at any given time.

The Executive Committee. The Child Welfare League of America recommends that the executive committee should consist of the officers and the chairmen of standing committees with two or more members of the board who are not committee chairmen.

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<sup>1</sup>Sorenson, op. cit., pp. 53-56.

It is essential that the function of the executive committee be clearly designated and that it be charged by the board to carry out specific duties and responsibilities. Among these duties and responsibilities some of the more important are: (1) To act between regular board meetings in case of emergency; (2) to give consideration to matters affecting agency program for the purpose of formulating recommendations for board action. The operation of the agency remains the concern and responsibility of the board as a whole. Therefore, the executive committee, like all board committees, is accountable to the total board. When authorized to act in the intervals between regular board meetings, the committee must report back any and all such action at the next regular meeting of the board. Similarly, the results of all its deliberations are presented for board action. The agency executive should attend the meetings of the executive committee.

Finance Committee: The finance committee carries the responsibility of working with the agency executive on the preparation of the budget. This committee or its chairman makes the presentation of the budget to proper authorities, such as chests or funds. This committee is concerned with all questions of income, investments, expenditures, method of financial reporting and recording, and ways of securing funds adequate to meet the needs of the program. The finance committee may have a sub-committee for the purpose of taking

care of investments, and an endowment sub-committee; these latter two should be part of the total finance and budget committee and not separate committees.

Personnel Committee. The personnel committee should be a standing committee with a charge empowering it to work with the executive to: (1) Define specifically specifications for positions in the agency; (2) formulate policies and procedures to cover all personnel practices; (3) set salary ranges for the various positions adequate to secure and retain qualified staff. The active participation of the whole staff as well as the executive is necessary in this process. This may be secured by either one of the following methods: (1) An elected staff personnel committee (representing all employees) which develops its own recommendations with staff approval and submits them for board action through the executive. At the formal request of board, executive or staff, the two committees or representatives of the two committees may meet together. The executive does not usually participate in the meetings of such a staff personnel committee except at special request; or (2) A board-staff committee on personnel practice created either by appointment or election, with the respective authority and responsibilities of board members, executive and staff members thoroughly defined.<sup>1</sup>

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<sup>1</sup>Crookes, op. cit., pp. 15-16.

Case Committee or Service Committee. This committee serves a valuable purpose in the agency as it provides an opportunity for board and staff members to discuss the agency program and problems that arise from the day-by-day services. The function of this committee usually is to: (1) Formulate policies and plans for action to be recommended for board consideration, to make decisions within the framework of established policy or situations involving special community relationships or a typical problem, and to report these decisions to the board; and (2) make recommendations for board action with respect to currently unmet needs within the agency which have been revealed through case discussion. To be most effective the meetings of this committee should be held once a month.

This is a particularly important committee for new board members as one part of their induction into agency service, but a nucleus of mature and experienced board leadership is required to help carry out the committee functions.<sup>1</sup>

Committee on Public Relations. A committee on public relations should work with the executive and designated members of the staff in order to: (1) Determine the existing needs for explaining the work of the agency to the community; (2) recommend to the board ways and means of meeting these

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<sup>1</sup>Ibid., pp. 16-17.

needs through appropriate channels; (3) carry out projects authorized by board action such as organizing and conducting a speakers bureau, preparing material for public speaking, press releases, radio programs, agency reports and pamphlets; (4) review and evaluate community criticism of the agency for the purpose of making constructive use of such criticism; and (5) evaluate all activities and projects undertaken by the committee and report on their effectiveness to the board for the benefit of continued planning.

Committee on Legislation. The standing committee on legislation serves as a clearing house for the agency on matters pertaining to legislation affecting the welfare of children. It also works with the executive and designated members of the staff to carry out some or all of the following functions: (1) To keep informed of pending legislation--local, state or federal; (2) to study the proposed provisions and make recommendations to guide board decisions with respect to assuming a position or taking indicated action; (3) to keep abreast of current local conditions affecting children that may require remedial legislation and recommend appropriate measures for board action for same; (4) to cooperate with other agencies in review of specific child welfare legislation either in effect or upon consideration elsewhere when so authorized by the board; (5) to cooperate with other agencies or agency committees studying child welfare measures

under current consideration and in sponsoring or opposing them at legislation hearings when so authorized by the board; and (ó) to represent the agency at legislative meetings and hearings when so authorized by the board. This committee should have consultation with legal experts who have had practical experience in dealing with legislative matters.<sup>1</sup>

Nominating Committee.<sup>2</sup> The nominating committee plays an important part in the selection of board members. For this reason it should be a standing committee that serves throughout the year in order to study possible board personnel and to present nominations if vacancies occur during the year. The agency executive should assist this committee with suggested qualifications required for the various board members and officers, not with the recommendation of specific individuals.

Size of the Board.<sup>3</sup> The constitution or by-laws should provide for the size of the board of directors of the organization. The Child Welfare League of America considers from fifteen to thirty members to be the right size for social agency boards. If the number is larger, as is sometimes necessary to secure representation

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<sup>1</sup>Ibid., pp. 18-19.

<sup>2</sup>Harleigh B. Trecker, Group Process in Administration, Women's Press, New York, 1950, Chapter II.

<sup>3</sup>Street, op. cit., p. 21.



of coordinating groups out of various elements in the community, it is wise to provide for a relatively small executive committee which can hold frequent and more intimate meetings in the intervals between the less-frequent and less-intimate meetings of the board of directors.

Rotation in Office.<sup>1</sup> It is now generally recognized by most agencies that members should be elected to serve for a definite term of years, but that before being reelected they must be out of office for at least one year. This prevents the organization from becoming too much the property of one group of people with whom other elements of the community will not cooperate. The arrangement also makes it easy to drop ineffective and uninterested members.

Advantages of a limited term include the following: (1) Boards cannot become ingrown; (2) more people become acquainted with and interested in the agency; (3) new members bring a fresh point of view; (4) non-contributing members can be eliminated; (5) valuable members can transfer their experience to another field, thus strengthening the total community program; (6) community thinking is encouraged, rather than agency isolationism; and (7) domination by a few is minimized.

Disadvantages of a limited term include: (1) Loss of officer material; (2) loss of experts on phases of work; and (3) loss of continuity.

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<sup>1</sup>Ibid., pp. 21-22.

The most widely-accepted plan for tenure of board membership is a three-year term allowing one reelection for a second full term. By staggering the terms, two-thirds of the board returns each year. After a year's absence a former member may be asked to serve again. Valuable members may be invited to remain affiliated with the agency as an associate or advisory member, serving on special committees and advising on specific points.

Role of the Executive in Relation to Board and Community.<sup>1</sup>

The executive is accountable to the board of trustees for over-all operation of the agency. He acts as liaison between board and staff.

The executive is responsible for planning board meetings with the president or with any others authorized by the board to do so, and for preparing and making reports for the meetings.<sup>2</sup> He should take the initiative in interpreting the program to the board, in suggesting new ideas or plans, and in presenting matters for board consideration. The executive also acts as professional representative of the agency in the community, and as such should have authority to delegate other staff members to act in this capacity.

The executive cannot exert the authority properly vested in the members of the board and therefore should not hold any office

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<sup>1</sup>Louis H. Blumenthal, How to Work with Your Board and Committees, Associated Press, New York, 1954.

<sup>2</sup>Mary Swain Routzahn, Better Board Meetings, National Publicity Council for Health and Welfare Services, New York, 1952, Chapter 5.

of the board.<sup>1,2</sup>

Development of Policy. Policy formulation is the joint responsibility of the executive and other staff members and the board of directors. Executives, individually and in groups, provide necessary data and judgments regarding new or revised policy and sometimes draft policy statements for consideration. Executives of the organization and other staff members who in any way carry some executive responsibility take part in formulating and adopting policies. To take such a part is one of the executive functions.<sup>3</sup>

The board of trustees has the responsibility for determining all policies that affect the agency as a whole. The executive has the responsibility of exerting leadership and lending direction and guidance to every step in the policy-making process.<sup>4,5</sup>

Policy should be developed step by step through various phases of planning, with opportunity to benefit from the knowledge and experience of board, staff and membership who will use the policy and be affected by it.

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<sup>1</sup>Trecker, op. cit., Chapter 3.

<sup>2</sup>Crooks, op. cit., pp. 19-20.

<sup>3</sup>Johns, op. cit., p. 40.

<sup>4</sup>Trecker, op. cit., Chapter 14.

<sup>5</sup>Some Dynamics in Social Agency Administration, Family Service Association of America, New York, 1946, pp. 36-54.

The various steps should include:<sup>1</sup>

(1) Recognizing problems in the agency that require new policy or a change in old policy and bringing them to the attention of the executive. This can be done by any member of the board or staff.

(2) Deciding to present the problems to the board which has the responsibility for authorizing formulation of policy. This decision can be made by a board committee with the executive, or by the executive himself.

(3) Presenting the problem through a committee chairman or the executive to the board which decides whether or not new or changed policy is necessary.

(4) Carrying out the above assignments by reviewing the problem and formulating policy to be proposed to the board.

(5) Board review and discussion leading to a formal and official action on the proposals.

(6) Reporting the board decisions to the staff, and such parts of the community as may be affected by the problem, or interested in it, and discussing any new or changed policy that may have resulted.<sup>2</sup>

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<sup>1</sup>Max Stober Smith and W. Ray Smittle, The Board of Education and Educational Policy Development; A Resource Book for use by Boards of Education, School Administrators and Students of Educational Administration, Ann Arbor Board of Education, Ann Arbor, 1954.

<sup>2</sup>Crooks, op. cit., pp. 24-34.

The preceding should permit constructive participation of all concerned in the development of policy.<sup>1</sup>

The Executive. Quite as diversified as the responsibilities and skills required for the captain of a ship are those of the executive secretary or director of the average social agency.

The executive is the keystone in the arch of the agency's service. On one hand is the governing board with its committees; on the other, the employed staff. The executive is the medium through which the decisions of the board and its committees are transmitted to the staff. Through him, conversely, the proposals of the staff are transmitted and its activities interpreted to the board. To live up to his title the executive must have complete authority for carrying out all policies. He must have undivided responsibility.<sup>2</sup>

When an individual becomes the executive of a social work agency, he assumes a complicated set of responsibilities. He must see the organization as a whole. He works with the board of directors, which sets major policies and oversees the total operation. He becomes concerned with the competence of the entire staff. He is responsible for the quality of the services. He must conceive and execute adequate public relations programs. He must prepare and present a financial budget and must control

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<sup>1</sup>Anita J. Faatz, The Nature of Policy in the Administration of Public Assistance, Pennsylvania School of Social Work, University of Pennsylvania Press, 1943, p. 44.

<sup>2</sup>Street, op. cit.

the agency expenditures within that budget. In all he must be the professional leader, promoter, business manager, planner, supervisor, coordinator, and ambassador.<sup>1</sup>

Social workers are trained primarily to provide social services, not to carry executive responsibilities. Their professional education is focused chiefly on casework or group work or community organization. Some emphasis on supervision is usually given all specialists, but the broader role of executive responsibility is left to be acquired primarily through experience.<sup>2</sup> Social workers inevitably get a certain amount of experience in executive work, but all too often the in-service training provided in social agencies inadequately prepares specialists to become agency executives.<sup>3</sup>

An executive works chiefly with and through others. His basic skills are skills in working with people, to help them function effectively.<sup>4</sup>

Social agency executives not only need to be able to deal from day to day with practical operating problems that confront them; they must come to understand the administrative process itself. Critical analysis of executive experience is a sound basis for understanding the dynamics of a process and for developing a philosophy of administration.

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<sup>1</sup>Johns, op. cit., pp. 3-11.

<sup>2</sup>Pierrel, op. cit., pp. 14-28.

<sup>3</sup>Johns, op. cit., pp. 38-47.

<sup>4</sup>Auren Uris, Developing Your Executive Skills, McGraw-Hill, New York, 1955.

The executive role is central in the administrative process, for the executive is involved in all aspects of administration.<sup>1</sup>

The problem of filling the role of executive competently in community service agencies is often a difficult one. Many social agencies are small. Their executives must often be both the executive and a direct service staff member. Different abilities are necessary, and carrying two different roles at the same time often proves confusing to others connected with the agency and to the person directly involved.

Executives need to master the basic facts about the inclusive, pervasive nature of the administration process: in setting objectives and establishing policies; in creating and maintaining an organization; in making plans and carrying them out; in evaluating the results. He needs to understand the dynamics of the many interrelated sub-processes which go on simultaneously.<sup>2</sup>

Executives need to understand the process of organization, the research process, the process of interpretation as well as the process of decision making and the nature of authority and leadership.<sup>3</sup>

The role of administrative leadership, Trecker<sup>4</sup> has emphasized,

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<sup>1</sup>Edward Arter, The Art of Executive Leadership, Personnel Management Association, Berkeley, California, 1956.

<sup>2</sup>Charles Cerami, Successful Leadership in Business, Prentice-Hall, New York, 1955.

<sup>3</sup>John C. Kidneigh, "Social Work Administration: An Area of Social Work Practice," Education for Social Work Administration, by H. B. Trecker, F. Z. Glick, and John C. Kidneigh, pp. 9-11.

<sup>4</sup>Trecker, op. cit., p. 5.

is essentially an enabling or helping role. Arlien Johnson expands this point:

The professional service which the executive has to perform is similar in many ways to the function that is common to the case-worker, group worker and community worker. His is essentially a helping role, carried on by means of relationships which he has skill in developing between himself and others, between the various groups that make up the agency, and between all of them and the goal or purpose of the agency. . . . Important as is the role of the executive, his function is only one of the factors in effective administration.<sup>1</sup>

Well-known to students of administration in many fields is the coined word "POSDCORB" by which Luther Gulick<sup>2</sup> keys his list of administrative functions, POSDCORB is, of course, a made-up word designed to call attention to the various functional elements of the work of the chief executive because "administration" and "management" have lost all specific content. POSCORB is made up of the initials and stands for the following activities:

Planning, that is working out in broad outline the things that need to be done and the methods for doing them to accomplish the purpose set for the organization;

Organizing, that is the establishment of the formal structure of authority through which work subdivisions are arranged, defined and coordinated for the defined objective;

Staffing, that is the whole personnel function of bringing in and

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<sup>1</sup>Johnson, op. cit., pp. 257-258.

<sup>2</sup>Luther Gulick, "Notes on the Theory of Organization," Papers on the Science of Administration, Institute of Public Administration, New York, 1937, p. 13.



training the staff and maintaining favorable conditions of work;

Directing, that is the continuous task of making decisions and embodying them in specific and general orders and instructions and serving as the leader of the enterprise;

Coordinating, that is the all-important duty of inter-relating the various parts of the work;

Reporting, that is keeping those to whom the executive is responsible informed as to what is going on, which thus includes keeping himself and his subordinates informed through records, research and inspection; and

Budgeting, with all that goes with budgeting in the form of fiscal planning, accounting and control.

The executive role varies in different types and different sizes of social welfare agencies. A single-service agency is very different from a multiple-service agency. The executive's responsibilities vary in an organization which has a number of branches, each with its executive and its operating board, in an organization which owns buildings.<sup>1</sup>

State-wide Agencies.<sup>2</sup> A state-wide agency like the Michigan Children's Aid Society has problems not confronted by agencies operating in compact geographical areas. This imposes upon the executive and the other members of the administrative staff

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<sup>1</sup>Assuring Adequate Reserves of Key Personnel: Managers, Trainees, Technicians, American Management Association, New York, 1956.

<sup>2</sup>Walter P. Townsend, "Administration in Practice," Child Welfare League of America Bulletin, March, 1948.

responsibilities and duties which must be recognized and provided for.

First, as in any agency, it is important that all participants in a state-wide program have a common understanding of the agency's objectives and philosophy. Staff members and board members throughout the state need to know the ways in which the agency carries out its program and the final responsibility for their knowledge rests with the chief executive.

The big job of a state-wide agency is that of interpreting correctly their services on a state-wide basis. In communities where basic casework services are not available, the agency must interpret the necessity of having such services available if the agency's primary function is to be carried out effectively. This may mean that in some communities the agency will take on additional functions. The agency and ultimately the executive is then faced with interpreting not only its original function but the additional multiple functions which it has assumed.

The executive of a state-wide agency is in a different position from that of the executive of a local agency in that his agency operates programs in both urban and rural areas, and therefore will encounter various types of communities. Some communities may be conscious of needed services and provide for them without consultation outside of the community. Others may be woefully inadequate in terms of social service resources, and the agency may find the lack of basic social services a serious obstacle to

carrying on its own function. Leadership from the executive staff of the state-wide agency must provide clear and well-formulated description of agency program and professional needs.

A second problem which the executive of the state-wide agency faces is that of maintaining high standards of operation throughout the whole area served. It is inevitable that in any program there will be varying degrees of efficiency and competence in the personnel administering the service. All staff members throughout the state will not operate at the same level. This makes it necessary for the chief executive of a state-wide agency to interpret to local boards what constitutes high standards of service. It presents the problem of continually developing professional staff throughout the state so that a reasonable standard of service is maintained. Where the state executive is responsible for hiring personnel and maintaining a uniformly high standard of service, he is in a position continually to interpret to local boards of directors their responsibility for joining with him and the state board in supporting adequate social service programs, including not only their particular agency but also the other agencies which supplement and complement the state-wide agency's program.

A third problem which confronts the executive of the state-wide agency is the multiplicity of responsibilities which the local staff member or executive carries.

A fourth problem has to do with the very structure of the organization and the ways in which the constituent groups perform

their responsibilities. The state-wide organization has a central or state-wide board of directors. It is the responsibility of the chief executive to keep this board informed of the over-all program and to have an awareness of the needs of the whole area served, and to be responsible for reviewing organizational, financial and policy matters.

A fifth problem which faces the executive of a state-wide agency is that of finance. The state-wide agency needs to interpret to local communities the value of supervisory and consultative service as well as direct operations which help to guarantee adequate services on a state-wide basis. Fixing a formula to pay for administrative costs presents a real problem, and one which needs to be worked out carefully with local approval.

A sixth problem facing the chief executive relates to staffing of a state-wide agency. The matter of providing adequately trained and experienced staff to carry on a state-wide program is a difficult one.

A seventh problem is how to maintain a uniformly high plane of service throughout the state. Obviously this is accomplished through supervisory and consultative personnel. Only as there is a regularly scheduled supervisory conference for district and branch personnel can the agency hope to maintain high standards on any uniform level. The executive of the state-wide agency needs to have a clear concept of what constitutes supervision and how it is to be provided for the various constituents of the organization.

In addition to supervisory responsibilities, the executive of the state-wide agency must be able to provide skilled consultation for its district and branch staff and directors. There needs to be a close liaison between the district and branch boards of trustees and the central administration office and the state board. This can only be achieved where there is planned regular consultation and exchange of ideas.

The essential duty of the executive regardless of the size and structure of the agency is to keep the agency whole and in repair, to make the necessary changes and to keep it in proper relationship to the other forces in the community. He must keep his sense of the whole and do his best to know where the parts are and what their direction and movement is. He must be soundly oriented through the relationships and machinery of the agency so that when there is the urgent need for unity, where there is a crisis, he can set something in motion that will summon the strength of the agency to meet it.<sup>1,2</sup>

Supervision. Supervision had its beginning when certain persons or officials were made responsible for the work of other persons or individuals. In American education supervision is as old as teaching itself,

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<sup>1</sup>M. Joseph Doohar, The Development of Executive Talent, American Management Association, New York, 1952.

<sup>2</sup>Carl Roland Christensen, Management Succession in Small and Growing Enterprises, Harvard University Press, Cambridge, Mass., 1953.

and both supervision and teaching had their origins in the work of laymen.

Traditionally, it has always been the practice in social casework agencies for a caseworker to have a supervisor. As a practitioner, the caseworker has been supervised not only administratively, but also in the educational sense. The presumption has been that in order for him to keep on learning, he needed to be taught, and that his supervisor had something to teach him. Until recently, the caseworker who did not achieve supervisorship within four to six years after completing his graduate training was apt to be considered lacking in competence in casework practice as well as in supervisory potentialities. This resulted in a kind of hierarchy in casework agencies which made difficult the gearing of specific staff functions to individual talents and interests. So long as the opportunities for status and recognition, for original performance and professional independence, and for salary advancement remained at a minimum in casework practice, the caseworker was pushed into considering a supervisory job whether or not he had any inclination for teaching or administration.<sup>1</sup>

In social work, the role of supervisor as teacher has been spoken of in these terms:

. . .far from being an easy berth, supervision now becomes an art of teaching on the job, a relationship that gives new life, a force that builds for the future in the lives of a questioning and virile generation.<sup>2</sup>

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<sup>1</sup>Charlotte Henry, "Criteria for Determining Readiness of Staff to Function Without Supervision," p. 34, Administration, Supervision and Consultation, Family Service Association of America, 1955.

<sup>2</sup>Bertha C. Reynolds, "The Art of Supervision," The Family, June, 1936.

An authority in religious education interprets supervision in this fashion:

The fundamental need is not to take over a task from someone else, but to help another, to inspire and direct him to great accomplishments, and to participate in the work on a thoroughly understood cooperative basis.<sup>1</sup>

In these terms supervision is seen to be--first, last, and all the time--a relationship of persons.

A social agency and its casework staff functions best if (1) function, policy, and procedure are well formulated and the caseworker has someone to whom he can turn when problems of their application or interpretation arise; (2) there is someone who is enough in touch with the caseworker's performance (a) to make appropriate assignments and to consider with him priorities, points of pressure, and special needs as they arise, (b) to help him assess areas where help is needed and to give this help or secure it elsewhere, (c) to be able to evaluate his work and to make responsible recommendations in terms of salary, promotion, supervisory needs, and the like; and (3) if there is a channel for using the caseworker's experience and knowledge in shaping agency program and for enabling the total agency to function in mutual understanding and confidence. This person in most agencies is the supervisor.<sup>2</sup>

That the social work supervisor exists for the sake of workers

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<sup>1</sup>Ernest John Chave, Supervision of Religious Education, The University of Chicago Press, Chicago, 1931, pp. 25 and 29.

<sup>2</sup>Jeanette Hanford, "Integration of the Teaching and Administrative Aspects of Supervision," Administration, Supervision and Consultation, Family Service Association of America, 1955, p. 52.

under his direction independent and efficient may be stated as the second fundamental principles in good supervision.<sup>1</sup>

That the technique of the supervisor should be constructive, and destructive, may be stated as the third fundamental principle in good supervision.

That the technique of supervision should be modified to meet the varying conditions under which the work of supervision is carried on is a fourth important principle of supervision. No act or technique is in and of itself either good or bad. The value of each act must be measured by the conditions under which it is put forth and the character of the results secured.<sup>2</sup>

Teaching as a Function in Supervision. Almost every casework supervisor will say that teaching is the most important function of the supervisor's job. Yet the supervisory aspect and the teaching aspect have not always been well integrated, the supervisory aspect often forming an imperceptible barrier to the teaching one. Because supervisors are responsible for services given to people, their attention is often so closely drawn to the needs of the clients that they become impatient with and blind to the learning needs of the young worker.

Yonata Feldman in a paper "The Teaching Aspect of Casework

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<sup>1</sup>Milon Brown, Effective Supervision, Macmillan Co., New York, 1956.

<sup>2</sup>Hubert Wilbur Nutt, The Supervision of Instruction, Houghton Mifflin Company, New York, 1920, pp. 193-264.



Supervision" has this to say about the supervisor's attitude:

It is important for the supervisor to resolve the conflict between his responsibility for giving service to the client and for training the worker. He must reach the conclusion that he can serve the client best by putting client needs temporarily in a secondary place and by giving primary attention to the training of the worker.

The supervisor must give definite information and at times advise. At other times he must supplement the worker's knowledge and give a continuous sense of direction. His teaching has in it elements of re-emphasis, re-statement, and repetition, a sort of pouring in, drilling process, with constant movement.<sup>1</sup>

A consideration of the major responsibilities carried continuously by the supervisor suggests that the supervisory conference should be used for the following important purposes:

(1) Counseling by the supervisor in his role as "secondary leader," with a view to helping the worker make his own discoveries about his work with his client. If the worker is inexperienced, the supervisor's broader knowledge of typical group situations may suggest a wider array of possible solutions to a particularly difficult problem in the group, the aim being always to encourage the worker to rely increasingly on his own resources for coping with whatever develops. In short, what is suggested here is the kind of counseling that, while giving support when and where it is needed, is directed constantly toward helping the worker to increase his

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<sup>1</sup>Kathleen Whitt, "The Student in a Public Agency Placement," The Family, January, 1941.

use of his own powers. An experienced worker may need only the stimulus that comes from an opportunity to talk it over with the supervisor as a person more removed from the situation and therefore bringing broader perspective to it. The conference should always provide the opportunity to share thinking.

(2) Teaching. The supervisory conference affords the best opportunity in the whole process for broadening the worker's knowledge of the nature, purpose, structure, and administration of the agency, for helping him to understand the influences of community factors on the lives of his clients and for stimulating his imagination to consider ways in which casework can take account of community situations and resources. The good teacher recognizes that he has a diagnostic function and develops the ability to put his finger on what will help the worker most at the moment.

(3) Administration. Certain administrative concerns enter very naturally into the supervisory conference. There may be information to pass on and plans to communicate that are essential to the coordination of the total program of the agency. Matters related to plant and equipment may need to be clarified. Questions of agency policy may be raised. Agency requirements with regard to records and reports may need to be discussed. Conditions of employment, job organization, and relationships with other workers may call for interpretation.

That every supervisor is in a position of authority is indisputable. The actual power that that position gives him will differ

from one supervisory job to another within one agency and also, for comparable jobs, from agency to agency. Dealing with this question of authority in relation to the chief administrator, one writer states:

Authority is present, according to one simple definition, whenever a person has the power to give or withhold anything-- recognition, advancement, security--and there is no doubt that there is some degree to which every executive affects the recognition, the progress and the security (both psychological and economic) of the staff member.<sup>1</sup>

In every instance the supervisor must see himself through the eyes of the person supervised as one who must have judgment about the worker's performance, who has at least some power to remove him from the job he has undertaken and who has, because of a continuing contact, constant occasion to see him in his weakness.

A too common misconception is that a supervisor is a person who knows, or must appear to know, all the answers. Exaggerated ideas of status, prestige and grandeur sprout from such a view, and only a sense of humor or humility--and preferably both--can save him.

Successful supervision depends upon the supervisor's ability to accept a relationship with the worker in which there is joint participation, upon his ability to utilize what the worker can contribute, and his ability to say, "I don't know," and still be relaxed.<sup>2</sup>

The supervisor's own past experience in relation to the use of

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<sup>1</sup>Mary Overholdt Peters, "Supervising the Experienced Worker," Journal of Social Casework, May, 1949.

<sup>2</sup>Ibid.

authority will rise to hinder or help him in the supervisory conference. The supervisor who thinks of supervision as a necessary evil or who is apologetic for his position of authority in relation to another worker may actually be expressing a dislike for the authoritarian way in which he himself had been helped to learn in the past. By the same token, the person with a need to punish others for his own unhappy experience with a ruthless use of authority will find ample opportunity as a supervisor to perpetuate this tragic pattern of behavior.

The danger of authority is the danger of the use of authority. Supervision, finally is the fine use of power. . . .Supervision as a use of power is a use of men. As such, its requirements are sobering.<sup>1</sup>

Other fears on the part of the supervisor that may enter into and affect the conference with a worker arise from the feeling that he, the supervisor, is always on the firing line and burdened down with the responsibility for making decisions.

Reference has already been made to the danger of assuming complete responsibility for another's work.<sup>2</sup>

There is a responsibility involved in supervision, but not for making something happen "because I say so," when another human being is the instrument. There is no way on earth to use the powers of a human being except through his own brain and nervous system which coordinate his energies, and although

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<sup>1</sup>Dorothy Hutchinson, "Supervision in Social Case Work," The Family, May, 1941.

<sup>2</sup>Margaret Williamson, Supervision--Principles and Methods, Woman's Press, 1950, p. 113.

his cooperation may be forced as well as won, the results of forced cooperation are not socially constructive or lasting.<sup>1</sup>

The Supervisor. Changing a title from caseworker to supervisor does not result in a magical endowment of supervisory skills. Agencies studying the various implications of promotions have increasingly concerned themselves with the question of how case consultants may help new supervisors develop necessary skills; and how agency policy itself can aid them in adjusting to their new status.<sup>2</sup>

To attain the professional status of supervisor is an objective toward which caseworkers are propelled by a variety of motives. Better salaries and prestige values are still primary incentives.

The method by which supervisors are selected may contribute markedly to the security or insecurity with which they approach their new duties. Civil service boards have tried to set up objective rating scales based on written and oral examinations, and requirements as to amount and type of training and experience. These procedures offer some protection of professional standards but they are not an index to the potential performance of candidates. A number of agencies have set graduation from an accredited school of social work and three years of supervised experience as minimum requirements for supervisors. Further screening, however, is

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<sup>1</sup>Bertha Reynolds, Learning and Teaching in the Practice of Social Work, Family Service of America, 1946.

<sup>2</sup>Supervision and Supervisors Training; Selected Guides and View-points to Aid in Supervision and in Planning Supervisory Training, Society for Personnel Administration, Washington, D.C., 1954.

indicated, and at present the best tool would seem to be the evaluation process in which both supervisor and worker participate freely.

Criteria for determining readiness to supervise:<sup>1</sup>

(1) Supervisors should have acquired competence as caseworkers. They should have a working knowledge of the dynamics of human relationships, and have demonstrated qualifications of: (a) perception of underlying problems; (b) ability to establish helpful relationships; (c) skill in using resources; (d) awareness and discipline of their own attitudes and motivations; and (e) effective organization of work--including dictation. Variations in attainment of these points are to be expected, but workers who want to supervise should be able to render good, dependable performance in each area, and none should constitute a notable problem.

(2) Supervisors should be able to articulate their understanding of cases and casework processes and to be able to teach.

(3) Supervisors should be able to use supervision constructively in relation to their own work.

The supervisor needs to remember that into every aspect of the supervisory job is carried three distinct responsibilities--one to the worker supervised, another to the client, and a third to the agency.

New supervisors need time in which to test their new relationships, to adapt their knowledge and skill to the supervisory process, and to

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<sup>1</sup>Genevieve Sennet Slear, "Transition from Caseworker to Supervisor," Journal of Social Casework, January, 1949.

handle the normal anxiety that a more difficult assignment provokes.<sup>1</sup> At this time, especially if they have a particular stake in advancement, they cannot well assimilate direct criticism or interpretation. Help needs to be carefully geared to what they can accept and use; it consists mainly of support, indirect guidance, and the slow building of professional security through recognition of successful performance.<sup>2</sup>

The period of transition from worker to supervisor is often characterized by anxiety, and the insecurity that may accompany new experience and a change in status. It should be recognized that when a successful caseworker is promoted to supervisory responsibilities it often results in the loss of an excellent caseworker and the acquirement of a poor supervisor. Well-defined criteria for determining readiness to supervise, according to Genevieve Slear, is one means of safeguarding agency standards and of providing new supervisors with an objective basis for measuring their skills in terms of the new demands to be made upon them. Help from administrators is most likely to be effective if it is directed toward building self-confidence. Direct criticism, too much interpretation, and too many suggestions are likely to increase anxiety and resistance. Assistance, at the beginning, is more wisely limited to acceptance, understanding, support, and indirect guidance. Time and a range of experiences are basic to the development of supervisory skills.

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<sup>1</sup>George D. Halsey, Supervising People, Harper Brothers, New York, 1953.

<sup>2</sup>William Henry Burton and Leo J. Brueckner, Supervision, A Social Process, Appleton-Century, Crofts, New York, 1955.

Supervisors, like caseworkers, must go through a process of learning.

Criteria for Evaluation of Supervision.<sup>1</sup> Supervision may be evaluated in the light of any one or any combination of these three considerations:

(1) Effect. The degree to which its effect upon persons (including clients, workers, other agencies, and the community as a whole) and upon social work methods and materials approximates the results desired.

(2) Activities. The degree to which its activities conform to accepted standards for supervisory activities.

(3) Supervisor's characteristics. The degree to which the characteristics of the person who is doing the supervision conform to the standards for such traits.

(A) Which has desirable and lasting effects, primarily upon clients and community, and secondarily upon workers and the supervisors themselves, as follows:

(1) It increases the amount of progress of clients toward desired objectives.

(2) It increases the amount of progress of the community toward recognized objectives.

(3) It increases the amount of progress of workers toward recognized objectives.

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<sup>1</sup>Charles Alexander Turner, A Practical Manual of Effective Supervision; A New Approach Utilizing Modern Psychology, General Semantics and Engineering Principles, Julian Press, New York, 1954.



(a) Which consists of activities that are in accord with the adopted philosophy of social work such as:

(1) Respect for the personality of both clients and workers.

(2) Concern with maximum individual and social growth.

(3) Recognition of broad and comprehensive objectives for social work.

(4) Acceptance of the goal of continued growth rather than achievement alone.

(5) Recognition of wide variation in individual interests and capacities in workers.

(b) Which is carried on by persons possessing certain characteristics which are accepted as being desirable for supervisory agents--that is, which are believed to be those most likely to produce the results suggested above.

(1) The supervisor has those personal and social characteristics which are considered necessary, such as energy, enthusiasm, tact, open-mindedness, initiative, perseverance, and others.

(2) The supervisor has those professional characteristics which are considered necessary,

such as adequate and varied training, both general and specific; adequate and varied experience both in and out of the field; and interest and cooperation in activities of appropriate professional organizations.

The evaluation of supervision is not easy. It is more difficult to measure and evaluate than casework because of the fact that it is one step further removed. Casework is essentially a process of helping clients make changes and the measurement of its effectiveness requires the evaluation of client change. Supervision operates to change workers and through them to change the clients. Measurement of its effectiveness is complicated by the fact that there are many other influences playing upon both the worker and the clients.<sup>1</sup>

What many supervisors fail to realize is that the ultimate goal of supervision is toward helping the supervisee to independence and in time to little if any supervision at all.

It is as important for the supervisor to know when not to supervise as for the worker to know when to close a case.

Supervising the experienced worker should be as challenging and interesting as guiding the new worker. There should be growth in knowledge

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<sup>1</sup>Clifford Woody, Chairman of the Committee, The Evaluation of Supervision, The Fourth Yearbook of the Department of Supervisors and Directors of Instruction of the National Education Association, Columbia University Press, New York, 1931, pp. 11-22.

and increase in understanding of any worker as long as he is on the job.<sup>1</sup>

The point of view advanced in this thesis is that supervision is an art--an art that can be continuously developed on higher and higher levels of expression. Its development will call for the mastery of certain basic techniques and the acquiring of and constant reference to an expanding body of knowledge. Just as there is no such thing as a finished artist, so nobody has the last word about supervision; the "good" supervisor is continuously a learner.

It is important to recognize that neither classroom study of supervision with related field work practice nor systematic reading in the subject can guarantee good supervisory practice. It is possible to verbalize concepts and principles without coming to grips with what is involved in acting responsible in relation to them.

The need is to achieve in the supervisory relationship a responsible use of self rather than the instinctive use of self to which we revert when we have not geared our practice to what we know. A responsible use of self can come only with increased self-understanding. Self-understanding deliberately and continually sought and acted upon constructively in his relations with the worker he is supervising will serve the supervisor in two ways. It will illumine landmarks and possible pitfalls within his own emotional attitudes. Self-understanding will also increase his understanding of the worker's attitudes, expressed and unexpressed--an essential ingredient in the building of a strong working relationship between them.

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<sup>1</sup>Peters, op. cit.

Understanding one's own motivation for being in a particular job is essential for a supervisor if he is to avoid super-imposing his own drives in devastating fashion on the person he is supervising.

If a supervisor's source of greatest personal satisfaction lies in direct work with clients and this is not fully recognized by him, he may be impelled to take the case over from the worker, breaking the natural ability of the worker.

Fear and feelings of insecurity may be dominant attitudes on the part of the supervisor; he may feel he has no real equipment for the job; the worker may unwittingly call out still existent feelings of insecurity actually engendered in an earlier relationship in which this particular worker had no part. The result in the supervisory relationship can be disastrous unless the source of these attitudes is recognized and the attitudes themselves dealt with in constructive ways. Uncontrolled, they may lead the supervisor, however well equipped by study, to depart from known good procedures to take refuge in behavior that seems to bolster up his individual courage. In such a situation, conversation in a supervisory conference may be kept at a "safe" superficial level or the supervisor may proceed to do all the talking himself, telling the worker everything he knows about the agency, about clients, about experiences the supervisor has had, never stopping to breathe, much less to give the worker an opportunity to make his own contribution to the discussion.

Preoccupation with one's self and one's own doings may make it impossible for the supervisor to get an adequate picture of the worker, which in turn will make it unquestionably more difficult to accept him as

a person with his own unique contribution to make to a joint enterprise. The tendency will be to want to press on when actually the occasion calls for a more passive attitude, and one of willingness to wait for the worker to learn.

Eda Houwink, in an article entitled "The Endowment of the Supervisor," speaks of supervisor's endowment as having two roots, one in the direction of personal experiences and how the supervisor handled them, and the other in the direction of professional experiences and how he integrated them. The personal heritage is larger and deeper because it is older and because it is the core of being one's self. It may be altered through professional discipline, but it can never be removed.

It is apparent that a great deal more work is necessary in identifying and describing areas and levels of supervision. How much time is actually spent in supervision? What do beginning workers need to be taught and what are the appropriate and effective methods of handling an internship type of experience? How long should that experience be, and what should we expect realistically at the end of it?<sup>1</sup>

To be effective supervision must be more than just a looking-over. The executive or supervisor must have a definite philosophy and technique of supervision just as he should for every phase of his work. The philosophy should be that of participation. The technique should be that of utilizing and developing as far as possible capacity of the person under supervision.

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<sup>1</sup>Jeanette Hanford, op. cit., p. 55.

The good supervisor will make his supervision almost imperceivable. He will help his staff to grow by the experience it can gain through his stimulating service as a teacher of right methods and right attitudes, rather than through his performance as director of a specific process.

The social agency has the continuous responsibility for training each staff member in every possible way to become more proficient as a technician on each particular job, more effective as a cooperator with other staff members, and more serviceable to an understanding of the organization's aims and ideals and of the problems of the community which it is created to serve.

#### The Place of the Institution in Child Welfare:

The child-caring work of every organization should be part of a local or state-wide plan which includes various forms of foster care--the institution, the boarding home, the free home, the adoptive home, and, for certain older children, the work or wage home. The nature of the child's relationships to his own family, the strength and permanence of the emotional ties which bind him to them, as well as his age, physical and mental condition, temperament and habits, are among the factors which should determine the type of foster care.

Institutional care differs from foster home care in organization, plant and equipment, and types of experiences given the child, but both forms of foster care have the same aims and are governed by the same general principles.<sup>1</sup> The child in an institution has the same rights and

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<sup>1</sup>Lillian Johnson, "Casework with Children in an Institution," National Conference of Social Work Proceedings, 1938.

needs as any other child. These have been listed as follows: (1) Security, a feeling of belonging; (2) human relationships, a chance to develop mutual attachments and a sense of responsibility for others; (3) proper food; (4) adequate shelter--each child should have a separate bed and a place for private possessions as well as suitable rooms in which to entertain relatives and friends; (5) comfortable clothing; (6) health habits; (7) educational essentials--attendance at a school of good standards; (8) guidance in vocational planning; (9) recreation; (10) community life; and (11) moral and religious training.<sup>1</sup>

An institution should be small enough to allow the executive to remain familiar with the principal problems of each child. It should be governed by a board broadly representative of the community served by the institution. It is important that board members familiarize themselves with the general policies of the institution and that they be aware of the work of other similar institutions which are known to be progressive.

Plant. Most institutions should be located in or near a small city or in the suburbs of a large city. There are advantages and disadvantages in having a central location for all activities. But it is difficult to avoid the interruptions which will come if offices are located in the same building as the institution. Living quarters for staff should be comfortable and attractive. It is desirable to have some of the staff live away

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<sup>1</sup>Helen Hagen, The Institution as a Casework Agency, Child Welfare League of America, 1954.

from the institution unless the institution is in an extremely rural location.<sup>1</sup>

Finance. It is desirable for a private institution to secure a considerable share of its support from the community which it serves and in which it operates. Usually it is necessary for an institution to have three or four main sources of income including interest on invested funds, contributions direct from individuals and/or through community funds, support contributions from relatives and per capita payments for board or lump sum appropriations from state or local public funds. No institution should be founded with the assumption that adequate standards of child care can be maintained with income from per capita payments. Per capita support payments seldom cover more than half of the cost of the actual care.<sup>2</sup>

The greatest contribution an institutional setting offers is the therapeutic value of group living. Many children who come to an institution have been subjected to such damaging experiences that they cannot tolerate individual family relationships. The affection of any one person may be a threat to them. It is in the group that many children with little or no sense of personal worth make the beginning steps in self-identification. Critical analysis of an institution shows that the group setting

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<sup>1</sup>"Standards for Children's Institutions," Child Welfare League of America, New York, 1947.

<sup>2</sup>Earl Beatt, Director of Surveys, Child Welfare League of America, New York.



has negatives as well as positives. Institutions and foster homes cannot substitute for a child's own home, so prolonged institutional care can be damaging since the institution, by the very fact that it is an institution, is an unnatural setting.<sup>1</sup> Too much routine becomes boring and children tend to become moulded in one pattern. Staff members have to be aware of the individual needs of the children within the institution and to try to meet them; for this reason the most important part of any institutional program is the staff.<sup>2</sup>

Staff members should be well trained and experienced not only in institutional work but also in social work and psychology. They should be aware of the practices and problems of child welfare outside of an institutional setting as well as within.

Director. The director of a social welfare institution holds primary responsibility for all activities which involve the establishment of policy and procedure, the receipt and disbursement of agency funds, administrative planning to insure desirable standards of practice, and public relations. The degree to which the director can or should share these responsibilities with other employees will depend upon the size of the institution and the availability of personnel with specialized skills. Qualifications for such a position should involve proven executive ability

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<sup>1</sup> Laretta Bender, "Infants Reared in Institutions Permanently Handicapped," Child Welfare League of America Bulletin, Sept. 1945.

<sup>2</sup> Howard Hopkirk, Institutions Serving Children, Russell Sage Foundation, New York, 1944.

and training and experience in a group work setting. If this person is expected to handle any supervision of staff, his training should include two years of graduate training in social work.<sup>1</sup>

If the executive is not a trained social worker, then the casework of the institution should be under the direction of an assistant with two years of graduate training in social work and three years of experience in child welfare and family welfare work.

Any caseworker within the institution should have graduate training in social work or at least a B.A. degree and direct supervision from a supervisor with full graduate training and experience.

House mothers should have capacity for understanding the recommendations of a psychiatrist, pediatrician or others of the professional staff. They should be capable of participating intelligently in the case conferences in which plans for the social treatment of both the child and his family are developed. They should have qualifications which will make it possible for them to function effectively without constant supervision. Minimum requirements for a house mother are: (1) Good health and a sense of humor; (2) stability of character based on a well-rounded philosophy of life; (3) training and experience in the needs of child care; (4) a youthful point of view, not necessarily a young person, but one able to see through the eyes of youth; (5) ability as a home maker; and (6) personal interests and avocations outside of work.

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<sup>1</sup>"Who Does What in a Children's Institution; Some Elements of Sound Institution Practice," Jewish Child Care Council, New York, 1955.

It is desirable to have as supervisor of house mothers a person well-rounded in mental hygiene principles in order that she may guide the daily lives and treatment of the children under care.

There should be sufficient staff so that individuals can have at least one and one-half days a week free from duties. Salaries should be adequate in comparison with salaries paid by other social service organizations.<sup>1</sup>

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<sup>1</sup>Mary Pyles, Institutions for Child Care and Treatment, Child Welfare League of America, New York, 1947.

## CHAPTER IV

### PART THREE. REVIEW OF SOCIAL WELFARE FINANCING

Ordway Tead in his book<sup>1</sup> says "it is as essential to live within a budget in a non-profit agency as it is to strive to make a profit in others." The responsibility for sound business management is shared by the board and the executive--the board as it makes general policies, authorizes budgets, oversees services and expenditure; and the executive, as he helps to make plans involving services and funds, oversees the work of the staff.

Sound financial administration involves planning, directing, and executing. It provides means by which wide and responsible participation can be achieved. It is the critical area of decision-making. Sound financial administration will ordinarily include the following essential elements, whether the agency is small, medium-sized or large, and whether it operates as one unit or as a single budget or through individual units with separate budgets: (1) A sound organization plan; (2) well-planned financial policy; and (3) efficient methods of accounting and control.<sup>2</sup>

The budgetary process is a fundamental element in a planning process. The services the agency provides and the program it conducts are based on the budget. The budget is also a basic means of control--

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<sup>1</sup>Ordway Tead, *The Art of Administration*, McGraw-Hill, New York, 1951, p. 112.

<sup>2</sup>Ibid., p. 120.

of the program as well as the funds. It has been called "one of the principle tools of financial administration."<sup>1</sup> The place of the budget in financial fiscal planning is as a tool of administrative management.

A budget is a financial plan for an agency's services. Often too much emphasis is placed on dollars and far too little attention on activities and work to be done. If budgetary programs are to be something more than carefully predicted expense accounts, expenditures must be related to objectives.<sup>2</sup> At the same time program planning must be realistic. It must influence, and be influenced by, financial planning. As Herbert A. Simon has written, "budgetary procedures are the most important means of translating questions of efficiency."<sup>3</sup>

A finance committee develops and oversees, on behalf of the board, the financial plan of the agency. It reviews budget requests developed by other committees and by staff members. It considers and recommends necessary changes and brings a practicable budget to the board for its review and its adoption. It makes periodic reviews of expenditures in relation to budget and reports the financial status to the board.

Committees and staff members related to all parts of the agency's service should be involved in budget planning. Persons closest to

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<sup>1</sup>Steven Story as quoted in Albert Lepawski, Administration: The Art and Science of Organization and Management, Alfred A. Knopf Co., New York, p. 462.

<sup>2</sup>"It's Always Budget Time," Public Management, October, 1940, Volume XX, p. 289.

<sup>3</sup>Herbert A. Simon, Administrative Behavior, MacMillan Co., New York, 1948, p. 14.

services are most likely to know what is needed; their judgment should be sought. Staff members like the agency's executive and the board need to recognize inevitable limitation of funds.

Ideally, financial resources should be made adequate to meet needs. In the last analysis, however, an agency is responsible for providing only those services which it can finance.<sup>1</sup>

#### Private Welfare Financing:

Private welfare, since the turn of the century, has suffered a decline in large private donations and bequests and in investment income. Foundations giving has also declined.

The last fifty years have witnessed the growth of federated financing and the development of the organized drive, with increasing attention to timing and detailed study of the giving potentialities of the community, together with strenuous efforts to tap new sources of support, notably the business corporation and the rank-and-file wage earner.

The future of federated financing, which appears to be a characteristically American development, is not wholly clear. While the years immediately following the formation of a Chest or a federated drive have usually shown significant increases in total sums raised, this rate of increase has not persisted. Whether the gains to the participating agencies will continue to offset the real loss of direct contributor interest and attachment to a specific cause or agency remains to be seen.

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<sup>1</sup>Frank M. Landers and Claude R. Thorp, Administration and Financing of Public Relief, University of Michigan Bureau of Government, Michigan Pamphlet No. 17, 1942.

In any case, it seems evident that the pressure of organized contributors, and notably the business corporations will continue to be in the direction of unified drives.<sup>1</sup>

As stated by Henry Ford II in Lansing, Michigan, in 1948 "people are simply fed up with being solicited for charitable causes at every turn."<sup>2</sup> This is true but there are more basic principles behind the antagonism toward the multiplicity of campaigns.

Multiplicity causes wasteful expenditure of manpower. In smaller communities especially, the same leaders are called upon to serve repeatedly. There is a danger that civic leaders will balk at the constant drain on their time and resources and then give up their voluntary leadership in the welfare field.

Multiplicity is an annoyance to responsible contributors. They cannot be expected to know where their dollars will do the most good. Every fund-raising organization does have a point; and the better its emotional appeal, the better will be its results--this, regardless of its worthiness or sensibleness.

Multiplicity, of course, involves a much higher campaign expense than does a federated drive. Every drive for funds necessarily involves some expense. The more of these separate drives that are federated into

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<sup>1</sup>Eveline Burns, "Financing of Social Welfare," as quoted in Cora Kasius, New Directions in Social Work, Harper and Brothers, New York, 1954.

<sup>2</sup>Henry Ford II, "Transcript of Remarks," Lansing, Michigan: The United Health and Welfare Fund of Michigan, Inc., July 15, 1947.

one campaign, the less the over-all expense would be. For instance, campaign expenses on a general average for community chests across the country fall between 1.5% and 3% of the amount raised.<sup>1</sup> Compare this with many of the separate campaigns and it will be found that several have expenses that amount to from 14% to 20%. Some national campaigns run as high as 30% to the fund-raisers.<sup>2</sup> (There is one national agency--with a strong emotional appeal--which has been spending up to ninety-two cents per dollar collected on campaign expenses to solicit new contributions.)

Another mark against multiplicity is that it exerts a destructive effect upon local fund-raising institutions. It is the smaller agency in the community that is hurt by the larger and better-known agencies that are getting the bulk of the funds raised in private appeals.

The inequity between needs and money raised to meet these needs has always been a source of irritation with laymen and professionals closely associated with private welfare agencies. It has definitely been a problem, but it has been a problem with which only a few were concerned. It is becoming increasingly evident that the general public is also taking cognizance of the fact that it has a definite part in these welfare services.<sup>3</sup> The people who give to support welfare work

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<sup>1</sup>Expenditures for Community Health and Welfare. New York, Community Chests and Councils of America, Inc., 1949.

<sup>2</sup>Editorial, The Saturday Evening Post, Philadelphia, Pennsylvania, Curtis Publishing Company, October 1, 1949, p. 11.

<sup>3</sup>Somebody Ought to Do Something, New York, Community Chests and Councils of America, Inc., April, 1950, p. 1.



want to know what they are supporting. They want to know that their dollar is well-spent. They want to know whether it is better to give to a "family service agency," or to "T.B.," or to "Red Cross." There are editorials, letters to the editor, resolutions by the chamber of commerce, civic clubs and the central labor bodies, and definite signs of "campaign fatigue" among citizen leaders.<sup>1</sup>

The strong emotional appeal of some of the larger agencies has produced for them a considerable amount of funds. This is not to imply that these agencies should not have money to carry on their work and services in the community. However, the contributing public wants to know which of these many health and welfare services are the most important and which should receive their greatest support. In other words, the old "heart-throb--emotional appeal" is losing its effect, and contributors are looking into this problem with a new perspective. The public is becoming aware of the fact that the diseases causing the greatest amount of disability and death receive a smaller amount in dollars and cents per case than do the diseases responsible for a comparatively small amount of disability and death. These latter, because of their emotional appeal, will and do get a larger amount of money per their statistical case.<sup>2</sup>

The inequity of quotas has been a sore point for a long time.

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<sup>1</sup>Ibid.

<sup>2</sup>How the United Health and Welfare Fund was Organized and Why, Lansing, Michigan, The United Health and Welfare Fund of Michigan, Inc., 1948.

Many people are beginning to feel that there should be some measure of giving to guide them in determining their contributions to the many appeals for funds.<sup>1</sup>

Although there are reports and pamphlets prepared by the Community Chests and Councils of America, Inc., and other national agencies reflecting budgetary needs, these do not get wide dissemination among the general public.<sup>2</sup> The contributor on the grass roots level thinks of his responsibility for broader health and welfare programs. But he wants to know what his real share is. He cannot or will not read and digest all of the literature he receives throughout the year concerning these appeals for funds. What he prefers is some one central organization that will get all of the facts for him and give them to him in one package.

Certainly there has been an inequitable distribution of funds raised on a private and voluntary basis. Those drives that have had the most emotional appeal, that have been able to play on heart-strings, have been the most successful in the past. Some other health and welfare drives that do not have this heart-pulling appeal, but that are just as necessary, have been left in the background.

What we need to do is to formulate some plan for determining an equitable portion of voluntary funds to be assigned to each worthwhile private welfare agency.

With the cooperation of all, it is not too difficult to arrive at

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<sup>1</sup>Ibid.

<sup>2</sup>Somebody Ought to Do Something, loc. cit.

a national goal for a national agency and then break down equitable quotas for the various states and the communities within those states.<sup>1</sup> The people who do the giving have a right to know that they are being asked to contribute their fair share of a national or a local budget. If all agencies on a national level were to submit their budget requirements in the same way that local agencies are required to do within a community chest, we could have a true breakdown of proportionate quotas assigned to each community.

It is not within the American way of doing things to have a few specialized agencies receiving most of the community's support and numerous other worthy but less spectacular agencies trying to operate on a minimum of financial assistance. Inequity of quotas is probably the first, or at least one of the most important, problems involved in the financing of health and welfare agencies. This should not be construed as a condemnation of these agencies. Most of them really need the funds they are seeking. However, there may be other agencies that have a greater need but do not have the emotional or dramatic appeal that can hit the public in the eye.<sup>2</sup>

There is a need for a uniform plan for determining an equitable portion of a national goal to be assigned to the state. A similar plan is needed to be used in assigning national and state quotas to the

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<sup>1</sup>National Budget Committee Report, "National Social Welfare Assembly Annual Meeting, May, 1949.

<sup>2</sup>It Makes Sense, Lansing, Michigan, The United Health and Welfare Fund of Michigan, Inc., 1948.

counties and the local communities within the state. Community chests on the local level use these methods; and, if voluntary health and welfare services are to be continued on a larger scale, a similar plan for federated financing must be introduced.

Balanced Welfare Planning:

If agencies are united in one appeal for needed funds, the next logical step would be the creation of real welfare planning. This would save the present duplication and overlapping of services. Much money could be saved and much better services could be rendered if all agencies were to cooperate on a balanced program.

When agencies are united for the purpose of raising the money that they need, it gives them at least one common goal, and usually other united actions are forthcoming.

Understanding between agencies and individuals would be strengthened. Competition between agencies could be eliminated, and a cooperative plan of welfare services for the community, the state, or the nation could be the result.

Michigan pioneered a program for just such state-wide federated financing in the establishment of the Michigan United Fund in 1947.

Michigan United FundOrganizational Build-Up:

Several businessmen in 1946 became interested in the problem of multiplicity of welfare appeals in their towns. Notable among these was the publisher of a large newspaper in Battle Creek, Michigan. He and the others decided to take a survey of public opinion in various communities in the state.<sup>1</sup>

They found that people were concerned for health and welfare programs and how the monies were being raised for them. The survey helped a number of people evidence their interest and to pledge their help toward a solution to the problem.

Henry Ford II, of the Ford Motor Company in Detroit, became interested in the discussions that were going on. At his invitation, approximately 125 community leaders, representing sixty-one of Michigan's eighty-three counties, met in Detroit on July 15, 1947. This meeting was called to consider the problems resulting from the multiplicity of separate fund-raising campaigns by state and national health and welfare agencies. The idea of a federated plan of action was proposed, and the meeting authorized the formation of the "United Health and Welfare Fund of Michigan, Inc.,"<sup>2</sup> to formulate policies and plans and to put the

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<sup>1</sup>How the United Health and Welfare Fund was Organized and Why, op. cit.

<sup>2</sup>Ford, op. cit.

plans in operation. The official name of this organization was changed in 1956 from the "United Health and Welfare Fund" to the "Michigan United Fund."

Among those representative leaders in 1947 enough money was pledged to hire a skeleton staff to organize the office. These representatives also pledged to return to their communities and to raise additional funds to maintain a professional staff to carry out administrative responsibilities.

The United Fund was officially incorporated as a non-profit agency on August 12, 1947, with a board of directors of 203 persons representing a majority of the counties of the state.<sup>1</sup> This board represented a cross-section of Michigan and included businessmen, labor unions, industrialists, farm bureaus, and various religious sects.

These men and women who honestly believed in the theory of a united welfare campaign went back to their home communities to spread the idea. It was evident from the beginning that this was not too difficult an undertaking. People were interested. Especially in the larger communities the civic-minded citizens were looking for a way out of the chaos of multiplicity of campaigns and the hodgepodge of welfare programs.

The entire idea became truly a "grass roots" undertaking. The impetus toward a state organization came from the local community, and it continued to be that way. There was never any compulsion or even intimation that there would be some "super state" organization that

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<sup>1</sup>How the United Health, etc., op. cit.

would hand down the rules and regulations to the local community or the local citizen.

Many of the members of the original board of directors took upon themselves the responsibility of being chairmen for their particular counties.

#### Preliminary Negotiations:

After the formal organization of the United Fund, the first and most logical step was the appointing of an Admissions and Budget Committee to determine what agencies should be included within the United Fund. The Board of Directors charged the Admissions and Budget Committee with the following responsibility:

To inform national and state health and welfare agencies of the aims and objectives of the United Health and Welfare Fund of Michigan; to present the immediate plan of procedure for putting the Fund into operation; and to enlist eligible agencies as participants in the Fund.<sup>1</sup>

At the beginning, the committee limited itself to exploratory conferences with the agencies relative to the proposal and the plan, and did not undertake to gather the detail necessary to determine the eligibility of any specific agency.

The Admissions and Budget Committee received communications from three national health agencies, voluntarily indicating their desire to become participants in the United Fund. These were the American Heart Association, the American Social Hygiene Association, and the American Hearing Society.

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<sup>1</sup>"Report of the Admissions and Budget Committee," The United Health and Welfare Fund of Michigan, Inc., October 30, 1947, p. 1.

Representatives from the larger health agencies were invited to meet with the Admissions and Budget Committee. Invitations were extended to the following:

Michigan Tuberculosis Association

Tuberculosis and Health Society of Wayne County

American Cancer Society, Michigan Division, Inc.

Sister Kenny Foundation of Michigan

Michigan Society for Crippled Children and Disabled Adults, Inc.

National Foundation for Infantile Paralysis, Inc.

Wayne County Chapter, National Foundation for Infantile Paralysis, Inc.

With the exception of the American Red Cross, these agencies represented the major portion of health appeals on the national and state levels.

#### Agencies' Viewpoints:

There were varied and controversial reactions from these agencies, and the Admissions and Budget Committee was unable to have direct conferences with many, particularly the Michigan Tuberculosis Association; the National Foundation for Infantile Paralysis, Inc.; and the Wayne County Chapter, National Foundation for Infantile Paralysis.<sup>1</sup>

Conferences were held with the American Cancer Society, Southeastern Division, Inc.; the American Cancer Society, Michigan Division,

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<sup>1</sup>Ibid.



Inc.; the Tuberculosis and Health Society of Wayne County; the Michigan Society for Crippled Children and Disabled Adults, Inc.; and the Sister Kenny Foundation of Michigan.

The meetings between the Admissions and Budget Committee and these agencies were primarily on the exploratory basis to consider the possibility of participating in a united campaign for funds and to get some preliminary estimate of budget requirements.

After several meetings with the larger agencies, the Admissions and Budget Committee, which was cross-representative of all phases of the various communities within the state, was of the opinion that agency enlistment could be accomplished with sufficient time allowed and proper understanding created.<sup>1</sup>

#### Results of Negotiations with Agencies:

After the preliminary meeting of the Admissions and Budget Committee with the agencies already mentioned, many more conferences and contacts were made with all health and welfare agencies with any standing on a national and state level. The United Fund, through its Board of Directors, its Admissions and Budget Committee, and its staff, in the beginning negotiated with a total of twenty-four national and state health and welfare agencies.

Of the twenty-four agencies, eighteen voted "yes" for federation, and six voted "no."<sup>2</sup> These six included the so-called "Big Five"--

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<sup>1</sup>Ibid., p. 4.

<sup>2</sup>"Twenty-four Answers," Lansing, Michigan, The United Health and Welfare Fund of Michigan, Inc., November, 1948.

the American Red Cross; the National Foundation for Infantile Paralysis, Inc.; the American Cancer Society; the National Tuberculosis Association; and the National Crippled Children Society, Inc. The other negative vote was by the American Heart Association, Inc.<sup>1</sup>

These agencies declined to work with the United Fund to find a formula which would enable Michigan to carry its fair share of the national obligations of the agencies and at the same time to expand local services in relation to need, rather than limiting local services according to what the traffic would bear or by using local surpluses on an arbitrary percentage split of monies raised.

#### County Sponsoring Committees:

Staff officials of the larger state and national health and welfare agencies seriously questioned the need of or the desire of local communities for a plan of federated fund-raising.

The Board of Directors of the United Fund believed that a demonstration of local interest at this time would be a most important factor in developing a favorable attitude toward the federation plan. It was therefore recommended that the organization of County Sponsoring Committees would be the best means of effecting community action toward federation.<sup>2</sup>

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<sup>1</sup>Before the actual campaign started, the American Heart Association reconsidered and became a full participant within the federated plan.

<sup>2</sup>Minutes of the Board of Directors Meeting, Lansing, Michigan, The United Health and Welfare Fund of Michigan, Inc., June 2, 1948, p. 3.

County committees were organized with their first duties concerned with formulating plans and promoting local programs of education and information on federation. Their promotion went through the regular channels of newspaper releases; cultivation of key community leaders; and work through the organizational channels of civic groups.<sup>1</sup>

The County Sponsoring Committee became the official organization within its environs to carry on a United Fund campaign.<sup>2</sup>

Campaign Preparations:

The Board of Directors of the United Fund, at its meeting in January, 1948, authorized the conducting of a federated fund-raising campaign as follows:

One: That the Fund invite all qualified agencies to membership and admit such organizations as are willing to participate. Every effort should be made to secure the participation of all qualified agencies.

Two: That the Fund conduct a federated campaign for all agencies willing and qualified to participate, late in 1948 or early in the year 1949.

Three: That, as to non-participating but qualified agencies, the Fund determine from such sources of information as may be available the fair quota of each such agency for the state of Michigan, and allocate to each county its share thereof, to the end that each county may, if it so elect, include in its campaign for the Fund agencies its quota for the non-participating agencies. To the extent such quota is attained, it would be offered to the agency.<sup>3</sup>

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<sup>1</sup>The United Health and Welfare Fund of Michigan, Its Development and Present Plans, Lansing, Michigan, The United Health and Welfare Fund of Michigan, Inc., August, 1948, p. 2.

<sup>2</sup>Ibid., pp. 2-4.

<sup>3</sup>Minutes of the Board of Directors Meeting, op. cit.

At a meeting of the Administrative Committee of the Board, the following recommendation was made regarding the most appropriate campaign date:

That the United Health and Welfare Fund of Michigan conduct an independent fund-raising campaign in January-February, 1949, allowing community chests and non-chest counties so desiring to campaign for the Health and Welfare Fund in their regular fall campaigns, October-November, 1948.<sup>1</sup>

The recommendation for an independent campaign in January-February, 1949, was based on a number of important considerations, the main one involving the question of uniformity of action. Since the decision was largely based on this question, it was the intent of the Administrative Committee that campaign plans be projected toward the end of securing state-wide uniformity of action. The right of local chests and non-chest counties to exercise autonomy was not challenged; but, in order to achieve a workable state-wide plan, every effort was directed toward getting the local units to decide in favor of the January-February campaign date.

Uniformity of action was considered most necessary for several reasons. First, to establish identity of the appeal for its effect on the agencies and to become visible in the eyes of the people of Michigan, who had been wanting a federation. Secondly, there was a greater likelihood of big agency participation in a campaign with separate identity and one that was primarily for national agencies.

The February date also constituted to a certain extent a "time squeeze." The preparation period in advance publicity for this campaign

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<sup>1</sup>United Health and Welfare Fund of Michigan, Its Development and Present Plans, op. cit., p. 5.

overlapped the tuberculosis and polio drives. The actual promotion would cover advance period of Red Cross and present the subsequent campaigns with the problem of beginning a major effort before another had been added.<sup>1</sup>

By having uniform action, the mechanics of campaign promotion were greatly simplified.

In 1954 at the time the Michigan Children's Aid Society became a part of the Michigan United Fund package there were thirty-one agencies receiving support through the federated financing of the Fund, and most of the state of Michigan was part of the program. A quota system had been worked out for each county that had accepted federated financing. The quota was based on population and wealth of the county and is given in the table on the next page.

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<sup>1</sup>United Fund Campaign Bulletin, Lansing, Michigan, The United Health and Welfare Fund of Michigan, Inc., February 21, 1949, p. 2.

TABLE I  
MICHIGAN UNITED FUND  
QUOTA SCHEDULE FOR 1955 CAMPAIGN

COUNTY	% of State Goal	County Quota	COUNTY	% of State Goal	County Quota
*WAYNE	54.832	\$1,592,642	DICKINSON	.235	\$ 6,820
KENT	5.166	149,914	LIVINGSTON	.229	6,645
GENESEE	4.567	132,532	IRON	.219	6,356
*OAKLAND	3.143	91,207	WEXFORD	.205	5,949
INGHAM	2.409	69,908	MANISTEE	.203	5,892
SAGINAW	2.249	65,264	MASON	.202	5,862
WASHTENAW	1.697	49,246	ISABELLA	.197	5,716
MUSKEGON	1.665	48,317	NEWAYGO	.197	5,687
CALHOUN	1.517	44,022	ALPENA	.193	5,600
KALAMAZOO	1.492	43,296	CASS	.169	4,905
JACKSON	1.461	42,397	MECOSTA	.164	4,760
BAY	1.289	37,407	OSCEOLA	.137	3,975
BERRIEN	1.283	37,232	OCEANA	.136	3,947
ST. CLAIR	1.057	30,674	CHARLEVOIX	.114	3,309
*MACOMB	.918	26,640	PRESQUE ISLE	.110	3,191
LENAWEE	.808	23,448	EMMET	.095	2,757
MONROE	.753	21,852	BENZIE	.093	2,698
OTTAWA	.748	21,708	CHEBOYGAN	.075	2,177
SHIAWASSEE	.577	16,744	IOSCO	.074	2,147
MARQUETTE	.576	16,716	SCHOOLCRAFT	.074	2,147
ALLEGAN	.453	13,146	GLADWIN	.073	2,118
CHIPPEWA	.435	12,623	ANTRIM	.069	2,003
TUSCOLA	.428	12,420	ONTONAGON	.069	2,003
DELTA	.405	11,753	CLARE	.068	1,974
VAN BUREN	.403	11,695	ARENAC	.061	1,770
IONIA	.401	11,636	OGEAN	.060	1,740
ST. JOSEPH	.388	11,259	MACKINAC	.058	1,683
HILLSDALE	.372	10,795	LUCE	.053	1,539
EATON	.365	10,591	OTSEGO	.050	1,451
GOGEBIC	.360	10,446	ALGER	.048	1,393
BRANCH	.343	9,962	MISSAUKEE	.047	1,364
MONTCALM	.339	9,838	BARAGA	.043	1,248
HURON	.337	9,780	LEELANAU	.043	1,248
GRATIOT	.337	9,780	ALCONA	.034	986
MIDLAND	.335	9,722	CRANFORD	.030	872
CLINTON	.307	8,910	LAKE	.030	872
HOUGHTON	.307	8,910	ROSCOMON	.024	696
GRAND TRAVERSE	.292	8,474	MONTMORENCY	.020	579
WENOMINEE	.281	8,155	KALKASKA	.018	523
BARRY	.272	7,893	OSCODA	.017	494
SANILAC	.270	7,835	KEWEEAN	.014	373
LAPEER	.264	7,661			

\* Detroit United Foundation

"Torch Fund" area includes Wayne county and southern portions of Macomb and Oakland counties. The "Torch Fund" area's quota is \$1,649,075. The remainder of Macomb county is \$10,022. The remainder of Oakland county quota is \$51,368.

June 30, 1955

## CHAPTER IV

### PART FOUR.      SUMMARY

A review of some of the studies of child welfare agencies points out the great need for more services to children in every state of the United States. There is a recognized need for a study that will define more concisely and more fully the responsibilities and relationships of everyone involved in the administrative process.

A review of the literature shows that administration in a social work agency is shared by the board of trustees, the executive and the supervisor, and that the administrative responsibilities are directly related in a private agency to fund-raising and public relations.

Certain principles of administration concern all administrators whether of a factory, a school or a social welfare agency. Every administrator regardless of his organization will be called upon to organize, to staff, to direct, to coordinate, to report, and to budget.

## CHAPTER V

### ORGANIZATION OF THE MICHIGAN CHILDREN'S AID SOCIETY

The state board of trustees of the Michigan Children's Aid Society consists of forty members elected at the annual meeting for a period of four years. In 1955 it was the general practice for the nominating committee to re-elect the total membership as well as the same officers. The board meets twice a year. An executive committee of fifteen members is empowered to act between meetings.

Authority to conduct the work of the organization is invested in a state superintendent, or general secretary, as he is called.<sup>1</sup> This general secretary is assisted by two other professional persons, a director of children's services and an assistant director of children's services. A former soliciting agent for the Lower Peninsula has the duties of public relations and publicity. The state office, or central office as it is called, is located in Detroit.

There are ten branches in the organization located in the principle cities of the state, with each branch responsible for a definite area such as a county, counties, or parts of a county. Each branch is directed by a local board of trustees and has a professional staff responsible for conducting the work of the branch.

Thirty-nine counties of the state are divided into five districts

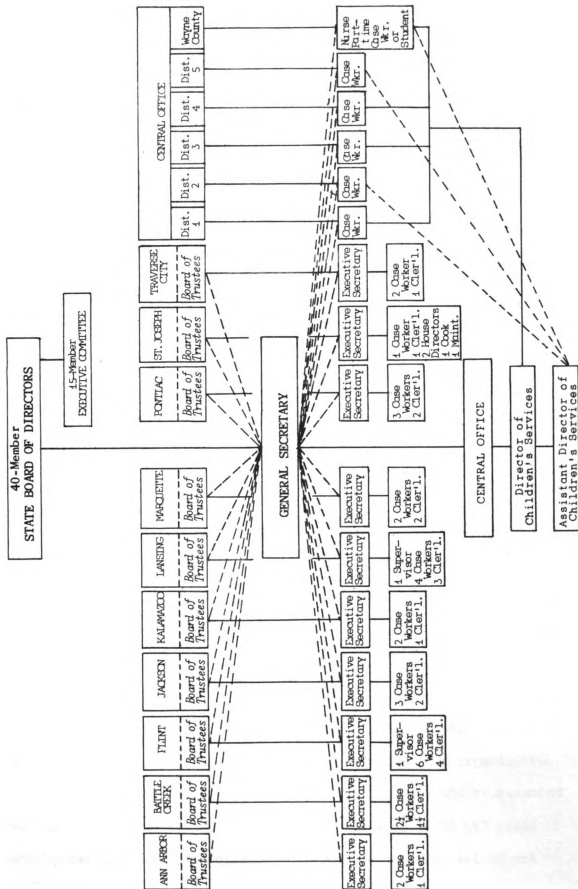
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<sup>1</sup>Chart I on page 136 shows the relationship of the general secretary to the total organization of the Michigan Children's Aid Society.



### Organization Chart

**MICHIGAN CHILDREN'S AID SOCIETY**  
**1955**



each having one caseworker who is supervised and employed by the central office in Detroit.

Although the branches differ markedly in their local problems, they all offer three kinds of service: (1) adoption; (2) services to unmarried mothers; and (3) boarding home care for children. Protective services which the branches interpret as supervision of children in their own homes is offered in some areas.

The workers in the central office district do adoptive work and offer services to unmarried mothers. The district workers also offer so-called protective services to children which in some areas of the state involve investigations of dependency and neglect.

All branches and the central office district offer institutional care to adolescent girls at Chapin Hall.

#### Volume of Services:<sup>1</sup>

The Michigan Children's Aid Society placed 217 children in adoptive homes in 1955. They also completed the final supervision and recommended that the courts consummate the final adoption for 167 additional children who had been supervised by the agency for a period of at least one year.

In 1955 the Michigan Children's Aid Society provided boarding home care for 1,085 children in 419 licensed boarding homes located for the most part in or near the counties served by branches of the organization.

The Society gave services to 653 unmarried mothers who represented sixty-three counties of Michigan and five other states. The 653 cases of unmarried parenthood did not represent an accurate count of all of the

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<sup>1</sup>Map II shows the volume of services for the year 1955.

# MAP 11

## TOTAL CASES OF THE 60 PRIVATE CHILD CARE AGENCIES IN MICHIGAN FOR THE YEAR 1955



YFY:

The first figure given represents the total number of cases in each county.  
The second figure represents the number of cases handled by the Michigan Children's Aid Society in each county.

services given to unmarried mothers by the agency in 1955. They represent only those mothers who received long-term services and did not include the large number who had brief contact with the agency.

In 1955 twenty-nine girls ranging in ages from 11 to 18 received care at the institution Chapin Hall in St. Joseph

There is no way of actually knowing the amount of protective services which the Michigan Children's Aid Society offered in 1955. The reason for this is threefold: (1) There was no clear-cut definition on the part of the Michigan Children's Aid Society as to what actually constituted protective services; (2) there were differences of opinion among the various executives and workers of the Society as to whether an agency such as the Michigan Children's Aid Society could offer protective services or whether such services should only be offered by a judiciary agency such as the probate court; and (3) the statistical count and the face sheet used by the Michigan Children's Aid Society in 1955 did not present an accurate picture of the protective services offered by the agency.

#### Relationship Between Branches and the Central Office:

At the time of this study the St. Joseph and Traverse City Branches were under the direct supervision of the central office. All bookkeeping of these two branches was done in the Detroit office, and all bills except those paid from petty cash were handled by the central office staff.

The supervisory services from the central office to the other branches were limited because of factors of staff and distance, and also

because in some instances it had been difficult to revive the earlier supervisory relationships which had existed prior to the depression and which had lessened through the years due to limited staff.

The central office sponsored two meetings a year for the total staff of the branches; in the spring at the time of the annual meeting one full day and a-half, and a short meeting in the fall at the time of the Michigan Welfare League Conference. The spring meeting had separate sections for both professional workers and clerical workers. There were a number of year-around committees, for example an adoptive committee, a boarding care committee, and a statistical committee, on which various staff members served, both executives and caseworkers.

Starting in 1955 a bimonthly meeting of the executives was held in order to discuss common problems and procedures. These meetings were rotated as to the meeting place.

The state general secretary planned to visit each branch at least once a year. He also tried to attend some branch board meetings, branch annual meetings, and was available for consultation of any problem pertaining to the branch. On a few occasions he had direct contact with a client of a certain branch.

The director and the assistant director of children's services also visited branches occasionally. These visits were not of a supervisory nature but rather around some specific problem situation. Most of the regular contacts between branches and the central office were by correspondence, telephone calls, or by visits of the branch executives or caseworkers to the central office.

Statistics of children in care were gathered by two sources. The State Department of Social Welfare required a report concerning each child accepted or re-committed into care. The central office each year made a detailed and summarized report to the State Department of Social Welfare concerning every child in care throughout the year.

Only one branch had membership in the Child Welfare League of America, that being Flint. The other branches were members through the central office in Detroit.

The central office offered the greatest services to the branches in the area of adoptive placement. The final decision for the acceptability of prospective adoptive parents and the preliminary matching of the adoptive child to the home was done by the central office staff.

Through the central office a wider selection of homes could be offered with less possibility of the identification of the unmarried mother being known. The state-wide placement also made possible the adoption of the hard-to-place child with mixed racial background, etc.

#### Comparison of Branches:

There is no consistency among the various branches as to the size of caseload or staff number. There is no evidence that communities have made comparison with each other in an effort to see how the local branch is equipped to handle the local needs as compared with other communities. There has been no long-range planning--the Michigan Children's Aid Society just grew.

The lack of long-term planning for agency staff to meet the needs

of a community can be illustrated by comparison between the Pontiac and the Lansing Branches of the Michigan Children's Aid Society. For years these two branches have had staffs that were approximately the same size. Yet there were, in 1955, 27,364 more children under the age of twenty living in Oakland County than the total population of Ingham County. The rate of illegitimacy in Oakland County in 1955 was exceeded only by Wayne and Genesee Counties and was over two and one-half times as high as Ingham County; the number of divorces granted were exceeded only by Wayne County and were three times as high as Ingham County.

Additional comparisons of the branches based on 1955 figures (1) according to the number of children living within the area served; (2) the divorces granted in the area; (3) rate of illegitimacy; (4) size of professional staff; and (5) volume of service offered by the branch will be found in Tables XIX through XXVII in Appendix F.

#### Constitution and By-Laws

The constitution or articles of incorporation of an agency should state only the fundamental elements of the name, location, purpose, mode of government, and means of amendment. The constitution usually should be on file with the court, the secretary of state, or some other legal personage.<sup>1</sup>

The by-laws should contain the details of organization and

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<sup>1</sup>General Corporation Laws, State of Michigan, Compiled by Michigan Corporation and Securities Commission, John R. Dykema, Commissioner. Franklin DeKleine Co., Lansing, Michigan, 1931.

operation which are not delegated to administrative decision and should provide for easy amendment. This process should be so simple as to enable any agency to meet readily the changing requirements of effective service.<sup>1</sup>

The by-laws of the corporation are the rule of its life. When adopted they are as binding upon every member as the charter itself. They must not be amended or repealed without the knowledge of every member. The by-laws cannot enlarge or alter the powers conferred by the charter.<sup>2</sup>

Articles of Incorporation of the Michigan Children's Aid Society:

A copy of the Articles of Incorporation of the Michigan Children's Aid Society and the by-laws are on file with the Michigan Corporation and Securities Commission in Lansing. The purpose or purposes for which the agency was formed as adopted by the Society in 1923 are as follows:

The object of this corporation is to investigate cases of dependent, neglected children; to receive, care for, place in suitable homes and supervise such children; to own or otherwise acquire and manage suitable receiving and detention homes; to carry on other activities for child welfare as authorized by the trustees.<sup>3</sup>

This is the third statement of the Society's purposes to appear in its Articles. The original statement in the 1893 Articles was as follows:

The object for which this Association is organized is to seek homeless, neglected and destitute children, and to become their

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<sup>1</sup>Ibid.

<sup>2</sup>Ibid.

<sup>3</sup>Articles on file with the Michigan Children's Aid Society, Detroit.



friend and protector, to find homes for them in well-to-do families, and to place them there wisely with the least possible delay, and, exceptional cases, to give aid, if possible, in obtaining practical education.<sup>1</sup>

The above statement was amended in 1912 to read as follows:

The object of this corporation is to seek, care for, place in suitable homes and oversee homeless, neglected or needy children, and to own or otherwise acquire and manage suitable receiving and detention homes for such children.

The term of existence for the corporation of the Michigan Children's Aid Society as given in the Articles is left without limit, it being perpetual, as authorized and provided by the state of Michigan.

Only one of the ten branches is separately incorporated even though it, along with the other nine, is licensed with the State Department of Social Welfare through the central office. The separate incorporation is that of the Jackson Branch which was deemed necessary at the time the branch was set up in order to empower the local agency to accept family casework services which the charter of the state society does not expressly provide for. Even though it was necessary to incorporate this branch separately, those founding the organization wished at the same time to bring to the community the advantages of an agency affiliated with a state-wide organization.

The central office of the Michigan Children's Aid Society is functioning under Articles of Association and a set of by-laws that were adopted in 1912 and which are outmoded as far as the present practice of the agency is concerned. Each branch has its own constitution and by-laws

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<sup>1</sup>Articles on file with Michigan Corporation and Securities Commission, Lansing, Michigan.

which were usually patterned after the central office and which today are outdated.

Relationship Between State and Branch Boards:

Article III and Article VIII of the by-laws make reference to branch boards. Article III states:

The Trustees may provide for boards in such cities or other places as they deem best, shall determine their manner of appointment, their term of office and prescribe their duties.

Nowhere in the by-laws or the Articles of Association is there provided a clear statement of the relationship between the state board of trustees and the branch boards.

The following description of the relationship between the local branch boards and the state boards was prepared by a committee of the state board of trustees on Amendments to Articles of Association and By-laws in 1948, but was never adopted by the Society:

Establishment of Branches: The State Board of Trustees may from time to time establish branches in communities or areas of the state of Michigan which the Board may determine suitable and proper for the effective operation and conduct of the Society's affairs. Each branch shall include a board for the government of the branch and for the management of the funds and monies of the branch, always subject to the control of the State Board of Trustees. The area of the branch and the scope and extent of its authorities shall be fixed and determined by the State Board of Trustees. Any branch may adopt a constitution, by-laws and rules for its government and the conduct of its affairs, but any such constitution and by-laws shall be subject to the approval of the State Board of Trustees. The selection of the original governing board for each branch shall be made by the Board of Trustees. The selection of successor members of such governing board or committee shall be in accordance with the constitution or by-laws of the branch.

Incorporated Branches: With the approval of the State Board of Trustees, any branch may be incorporated under the laws of the State of Michigan. The corporate purposes and powers and the terms

and provisions of the Articles of Incorporation and By-laws of such incorporated branch shall be subject to the approval of the state board. Jackson is an incorporated branch because it was established to include the Family Service agency.

Operation of Branches: Each branch, whether incorporated or unincorporated, shall be allowed such autonomy in matters relating to the operation and conduct of its own affairs and the management of its funds and monies as the State Board of Trustees shall in the case of each branch deem for the best interests of the Society, such autonomy being subject always to the necessary and proper control of the State Board of Trustees.<sup>1</sup>

The above proposed amendment of the by-laws was based on actual practice and the written propositions which were made between the early branches and the central office. These written propositions gave the right to the local branch boards to employ staff, to set salaries, and to carry out the local function of the Society, but only with the approval of the state superintendent (general secretary) and the president of the board of trustees. Gradually through the years as the amount of direct supervision from the central office lessened, the branches took over the selection of staff and other duties without asking the approval from the central office and/or the state board.

This writer in consultation with the Child Welfare League of America representative felt that Article III of the by-laws should include a description of the relationship between the state board and the local boards. Because specific recommendations were a required part of the state-wide study, this part of the study which pertains to administration will therefore include the recommendation that the suggestions made by the committee in 1948 be adopted.

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<sup>1</sup>Minutes of the Committee on Amendments to the Articles, 1948.

State Board of Trustees

The Michigan Children's Aid Society is governed by a forty-member board of trustees whose function, according to the constitution, is that of a policy-making body, and whose responsibility is to manage any property and/or any lawful business of the Society.

There are no specifications for board membership, and no specific requirements for the representation of special groups, although an attempt is made to have representation from the entire state. At the time of the study in 1955 twenty-one counties were represented. Thirteen members of the board, which included all except two of the executive committee, were from the Detroit area. Four members were from the Upper Peninsula.

There are two board meetings each year. The one in early June at the time of the annual meeting is held at the Y.W.C.A. in Detroit. The meeting is usually about an hour in length. The other general board meeting is held in the late fall, usually the first week in December, and has been an all-day meeting. This meeting is usually held outstate, and for the past two years the local branch staffs have been hosts for the day and have made arrangements for meeting places.

The quorum of the total board is five. The average attendance for the past three years at the general board meeting has been from five to twelve. No action is taken against inactive board members.

The term of office is for one year, but there is no limit to the number of terms for reappointment.

This study found that when a prospective board member is asked to serve there is no plan for orientation.

There is very little contact between the board and the agency staff except for the general secretary. Occasionally a staff member is asked to attend a board meeting to interpret some phase of the program.

Committees of the Board:

Executive Committee. This committee consists of fifteen members, the majority of whom live in the Detroit area. They meet on an average of once each six weeks, or about seven to eight times a year. The duties and responsibilities of this committee are to act between regular board meetings and in all cases of emergencies. Actually, the major portion of the business of the total board is carried out through the executive committee. The executive committee, like all other board committees, is accountable to the board. The meetings of this committee are luncheon meetings held at the Detroit Club. Since June of 1955 a summary of the executive committee actions has been prepared by the general secretary and has been sent to the total board membership twice a year. Minutes of the executive committee are brought by the secretary to the annual and the semi-annual meetings and are available to the board membership for additional interpretation.

Other standing committees are the investment committee, personnel committee and finance committee.

Finance Committee. This committee carries the responsibility of working with the general secretary on the preparation of the budget. In this agency the general secretary prepares the budget, and it is gone over

by the finance committee, and this committee takes part in the presentation of the budget to the Michigan United Fund. The committee is also concerned with all questions of income, investments, expenditures, methods of financial reporting and recording, and the ways of securing funds adequate to meet the needs of the program.

Nominating Committee. This is not a standing committee in all true senses of the word. This committee in the past has been selected by the president with one or two members carrying over from year to year. The committee meets as often as necessary, usually two or three times in advance of the annual meeting. This committee offered recommendations in 1955 for a rotative board and provision for honorary board members. It does not have any function other than selection of board membership. The chairman summarizes the final recommendations, and these are filed with the general secretary.

#### Board Membership:

Board members of the Michigan Children's Aid Society are selected for a period of four years. Until 1956 the board was self-perpetuating and self-rotating, and usually the nominating committee renominated the total board membership with the exception of a few who might for some reason or another be resigning. Because of this practice many of the board members have been associated with the agency for years.

The forty members of the board of trustees in 1955 represented twenty-one counties of the state, with thirteen members being from Wayne County. Every branch except Battle Creek had a representative from the

area serving on the state board, but too often this representative not only was not connected with the local branch, but also had little, if any, knowledge of the local branch or awareness of local needs and problems that were related to the work of the Michigan Children's Aid Society.

All forty board members at the time of this study were Protestant and white; there were thirty-four males and six females. More than half of the members were over fifty years of age, and more than one-fourth were past sixty.

The board was predominantly made up of individuals in professional, executive and managerial positions. Eight were business executives; eight were attorneys; seven were bankers; three were educators; two were doctors; and two were judges. Four members were equally divided between social work, insurance, auditing and accounting. Table II on the following page shows the county of residence of board members.

In 1955 five members of the board had served for more than twenty years; five had served from fifteen to twenty years; eight from ten to fifteen years; seven from five to ten years; and fifteen had been on the board for less than five years.

Of the current board in 1955, nine would have expiration of board membership in 1956; ten in 1957; and ten in 1958. The board felt this would easily facilitate their plan for a rotating board rather than following the usual practice of merely returning all members to office.

TABLE II

COUNTY OF RESIDENCE OF THE  
MEMBERS OF THE STATE BOARD OF TRUSTEES  
OF THE MICHIGAN CHILDREN'S AID SOCIETY  
 1955

<u>County</u>	<u>Number</u>	<u>Branch or Dist. Serving Area</u>
Alger	1	Marquette Branch
Antrim	1	Traverse City Branch
Barry	1	Central Office District 2
Bay	1	Central Office District 5
Berrien	2	St. Joseph Branch
Delta	1	Marquette Branch
Genesee	1	Flint Branch
Grand Traverse	1	Traverse City Branch
Ingham	3	Lansing Branch
Jackson	1	Jackson Branch
Kalamazoo	1	Kalamazoo Branch
Kent	2	Central Office District 4
Livingston	1	Central Office District 2
Macomb	1	Central Office District 1
Marquette	3	Marquette Branch
Muskegon	1	Central Office District 4
Oakland	2	Pontiac Branch
Saginaw	1	Central Office District 5
Shiawassee	1	Central Office District 3
Washtenaw	1	Ann Arbor Branch
Wayne	13	Central Office
TOTAL	40	

Evaluation of the Board:

It was found by this writer in the personal interviews that few of the board members truly understood the program and the problems of the agency. There was a tendency on the part of many board members to think in terms of "an excellent agency" and a "fine, well-qualified staff" with little, if any, realization of what constituted adequate staff, training or program.



Many members were able to say that they were not aware of the duties and the responsibilities of board members. Others said they did not have the time to give. Several were aware only of one phase of the agency's service program, such as adoption.

Historically, the state board of trustees played a very important role in the development of the organization. As was true with many other social welfare agencies, the board of directors for years was active in solicitation and personal contributions of funds to the agency's support and in organization of action for branch development and growth. Gradually, however, due to a number of factors, including the geographical distribution of board members and the inconvenience of travel during the depression and the years of the Second World War, control of the board passed into the hands of a few in the Detroit area who, although they were most concerned for the agency and had its welfare at heart, failed to delegate responsibility to the total board but rather dominated all board action. This, coupled with the fact that the professional staff of the agency for years often failed to share information with the board and/or worked independently of board knowledge, resulted in a weak board that was dominated by a very few well-informed members who completely overshadowed the rest of the board.

The result was felt not only within the board itself but also within the total structure of the organization.

Gradually throughout the two-year period of this study the state board of trustees became increasingly aware of its own weaknesses and took rapid strides to try to change the situation.

Relationship with Branch Boards:

In actual practice there is no provision made for the channeling of information between the state board and the branch boards. If a local board makes a recommendation or passes a policy, there is no provision made for passing this kind of information on routinely to the state board. If, however, it is discussed by the branch executive with the general secretary, it is brought to the attention of the state board of trustees. In the history of the agency there has been adverse reflection upon the total agency when policy was handled independently by the local board. Apparently in these situations there was no awareness on the part of the local boards that clearing through the state board of trustees was necessary and/or desirable. The things which have caused the most confusion for the state board of trustees have been closed or limited intake in certain branches; for example, closed intake for adoption.

Branch Boards

Eight branches of the Michigan Children's Aid Society--Ann Arbor, Battle Creek, Flint, Jackson, Kalamazoo, Marquette, and Pontiac, are organized locally and are governed by boards of directors that have limited local policy-making powers. Each board is responsible for the services of the local branch and the employment of an executive secretary. It is the responsibility of the local board in all branches to review the agency budget before it is presented to the Community Chest, or Chests, and to defend or appeal this budget should that be necessary.

The boards of the Traverse City and St. Joseph Branches are

advisory in nature and were established to cooperate with the state board of trustees in respect to matters of policy, public relations and anything pertaining to the welfare of the Society in the local area.

The board members in all ten of the branches are selected by nominating committees. The selection of membership in seven branches is for a definite period of time with provision made that a member cannot be returned to the board for more than two terms. In three branches the board membership is non-rotating, and in most instances the nominating committee returns the same slate of members.

The size of the branch boards ranges from fifteen to twenty-one members with approximately half being men and half women.

All of the branches except Marquette have a definite number of meeting dates each year. These range from four to ten, with the majority being ten. The average board attendance over the five-year period from 1950 to 1955 was six to fifteen members. At Marquette up until 1955 the board meetings were called only at the discretion of the executive, with a general meeting being called once in 1950, twice in 1951, twice in 1952, once in 1953, twice in 1954, and three times in 1955. The average attendance in Marquette out of an eighteen-member board was seven.

The age range of the members in the non-rotating boards was higher than where there was a rotating board. One branch had eleven members out of eighteen over the age of sixty; another branch in this group had only two members under forty-five. Only one branch out of the ten at the time of the study had a board member under thirty years of age.

At the time of this study only one board had a non-white member.

One board had all Protestant membership, and five had members of the Jewish faith.

Few of the boards were really representative of the community served. Too many were weighted heavily to professional and business people with managerial or executive status and had little, if any, representation from labor, rural people or salaried individuals.

Orientation of new board members in most of the branches was handled in an incidental fashion by the executive secretary. Some of the new board members expressed dissatisfaction in this as they did not feel they had a grasp of the agency or their responsibility as board members. At Chapin Hall the new member was invited to a meal at the institution.

The executive secretary in each branch attended all of the board meetings. In eight branches other staff members occasionally attended meetings if special reports of their work were needed. One branch had never had staff members other than the executive attend, and one branch included the office secretary and one other staff member at every board meeting.

#### Committees:

The standing committees of the boards were generally the same for all branches, and included executive, nominating, personnel, budget and finance, and case or policy committees. St. Joseph had a house and grounds committee for Chapin Hall.

St. Joseph also had two auxiliaries of women's groups, one from Benton Harbor, the other from St. Joseph, who worked very closely with the

board and helped to raise funds for certain projects in the institution, such as books for the library.

Officers:

The officers in all ten branches consisted of a president, a vice-president, and a secretary. In all except St. Joseph and Traverse City each branch also elected a treasurer. All local funds of these two branches were turned over to the state organization so a treasurer there was not necessary. The election of all officers took place at the annual meeting and was for a term of one year. The executive secretary of the branch served in the capacity of secretary to the board in both St. Joseph and Traverse City.

The duties of the officers were the same in all branches. The president presided at all meetings of the board of directors and exercised general supervision over the affairs of the branch on behalf of the board. The vice-president performed the duties of the president in the event of the latter's absence or inability to act. The secretary attended all meetings of the board and kept a written record of the same. The treasurer made reports to the board on the financial picture of the agency and signed all checks. In most of the branches the minutes were prepared and distributed by the executive secretary. One branch merely copied the report as prepared by the board secretary, and one branch left all responsibility of the preparation of minutes to the board secretary with the report being read rather than copies being distributed.

Evaluation of Branch Boards:

The following evaluation made by the writer is based on individual interviews with board members in every branch and on attendance at regular and special board meetings and on evaluative conferences with executives.

The boards of the ten branches of the Michigan Children's Aid Society at the time of this study in 1955 differed vastly in their knowledge of the agency and their recognition of their role as board members. The boards ranged from well-informed, active groups to boards that were too dependent upon the branch executive and rubber-stamped all action while they were not even aware of all of the services offered by the agency they were representing.

Every board had some members better informed than others, and even some of the most active board members were prone to think of the agency in glowing terms rather than realistically analyzing the program.

Some board members felt handicapped in any attempt to raise questions or to find out more about the agency because if they questioned too much it might be threatening to the executive or to other board members.

There was little, if any, actual knowledge on the part of any board as to the relationship between the local branch and the central office and/or the state-wide structure of the organization. Everywhere there was respect for the central office and the central office staff and state board members who had visited the local board, but the actual purpose and relationship with the state organization was hazy. There was little concept of the wholeness of the Michigan Children's Aid Society and of the

fact that lack of staff or inadequate staff in one section of the state or in one branch could in any way affect the local branch. This lack of understanding has in most cases been due to the lack of such interpretation on the part of the executives who themselves are somewhat hazy about the state-wide picture.

In the case of the state board of trustees the reverse was true. Most of them had a tendency to think only of the work of the agency in terms of the field districts, rather than that of the whole organization including branches and field districts.

There was indication throughout the study that more interpretation was needed by all local branch boards.

Most branch executives made active use of individual board members to serve the agency by raising money; by promoting special projects such as obtaining gifts for children in boarding care; by making speeches; by transporting clients; by interpreting the agency program; and so forth. However, three branch boards almost in their entirety felt that they were not called upon for enough active work in the agency program, and at times they wondered about the purpose of board membership and whether they could afford to give time for board meetings when they got so little out of it. A few individual board members in almost every branch expressed this same opinion which dramatically points out that active working board members who give of their time and their energy feel a part of an agency.

Executive

The Child Welfare League of America, standard-setting organization for member child placement agencies throughout the United States and Canada, states that a master's degree in social work from an accredited school of social work and six years of experience in the field of family and child welfare of which two years must have been in a supervisory position should be the minimum qualifications for an executive in a child placement agency.

Mr. Earl Beatt, Director of Surveys of the Child Welfare League of America, who represented that organization as a consultant on the state-wide study, recommended that every executive within the framework of the Michigan Children's Aid Society, regardless of his or her specific or specialized position, whether central office or branch, have the foregoing training. Besides this, it is accepted by authorities in administration that each executive is, or should be, a specialist in the areas of administration and must have the following essential abilities:

(1) A sound grasp of the philosophy and principles of administration in a voluntary non-sectarian child placement agency;

(2) Understanding and skill in the development and guidance of boards and committees;

(3) Understanding and skill in the process of policy formation;

(4) Understanding and skill in the selection, induction, training, and supervision of staff--professional and clerical;

(5) Understanding and skill in the development and evaluation of the total organization program;

(6) Ability in preparing and administering a budget and in securing financial support for the agency;

(7) Ability to set up and supervise an adequate system of records--program, personnel and financial;



- (8) Ability in the management of the business aspects of the agency;
- (9) Understanding and skill in guiding the agency's participation in community planning and organization; and
- (10) Ability to develop and supervise a process of public interpretation and relations.<sup>1</sup>

General Secretary of the State-wide Michigan Children's Aid Society:

The general secretary of the Michigan Children's Aid Society has been in that position since February of 1953. Prior to that time he served as an assistant to the former general secretary for six months. He has a master's degree in social work from the University of Michigan. His previous experiences in social work were varied. He was the executive of the Kalamazoo Branch of the Michigan Children's Aid Society for approximately one and one-half years. Other experiences included caseworker for the Welfare Department of Kalamazoo County, County Agent for Kalamazoo County Probate Court, child welfare worker for the State Department of Social Welfare in Wayne County and in Livingston County. His salary as general secretary at the time of this study was \$7,000 a year which was raised to \$8,000 for the year 1956.

Immediate Administrative Problems. When the general secretary of the state-wide Michigan Children's Aid Society took that position in 1953 he was faced immediately with many problems that required a sound knowledge of administration and community organization. The most critical of those

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<sup>1</sup>Johns, op. cit., pp.42-43.

problems were:

(1) The financial position of the state organization was one almost of bankruptcy. For several years the agency had had an inadequate budget and in 1954 it was to be faced with the crisis of losing help from the Children's Fund of Michigan which had been a substantial support for a period of twenty-five years.

(2) Much of the staff of the agency was untrained, and there was not enough staff to handle the demands for service.

(3) The organization had a public reputation of being understaffed and overworked, with little by way of professional stimulation to attract and hold fully-trained workers and executives.

(4) The state board of trustees was poorly informed about the program and the conditions of the agency.

(5) The state board of trustees was ingrown and controlled largely by those few in the Detroit area who, due to geographical location and time, were the only ones able to meet the immediate problems.

(6) There were no lines of definition as to what the relationship between the branches and the central office should be.

(7) The physical location and surroundings of the central office were such that working morale of the staff was affected.

(8) Working machinery such as cars and office equipment was worn out, and the institution building Chapin Hall in St. Joseph was badly in need of extensive repair.

Duties of the General Secretary. The duties of the general secretary are not clear-cut and defined but include the following: (1) Work

with the state board of trustees and committees; (2) coordination with the various branches including work with branch boards, branch staffs and committees; (3) preparation of budgets and agency reports for the Michigan United Fund, the Detroit United Community Services, for Community Chests, and for boards of supervisors in the sixty-one counties of the state that receive financial support through the central office; (4) representing the agency on community planning committees, relationship between agencies, etc.; (5) public relations of the agency including speeches; (6) supervision of the central office staff;<sup>1</sup> (7) cooperation with supervisors in staff meetings; (8) annual meetings; (9) representing the agency with the State Department of Social Welfare and the Michigan United Fund; (10) solicitation of special funds; (11) occasional intake; (12) occasional direct casework with a client such as the alleged father of a child born out-of-wedlock; (13) supervision of workers during the absence of the casework supervisor or if there are special problems; and (14) consultation with casework supervisors around any phase of their work.

A sound administrative structure is a primary requisite for the adequate protection of children. Only when lines of authority and job responsibilities are clearly defined and understood can the agency service to children be free from damaging confusion, misunderstanding and unpredictable practice.<sup>2</sup>

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<sup>1</sup>Chart II on page 162 shows the relationship of the general secretary to the central office staff.

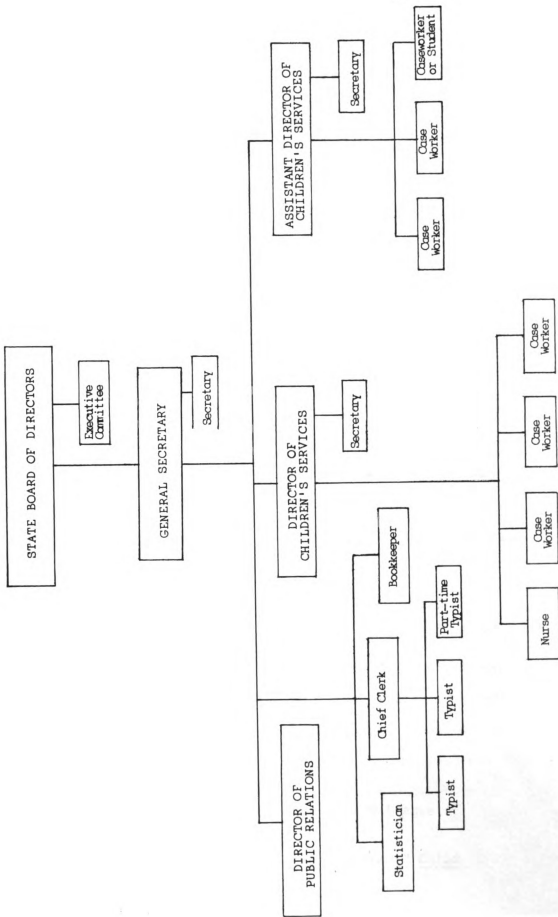
<sup>2</sup>Specialized Services for Children, California State Department of Social Welfare, 1951.

## CHART II

## Organization Chart

**MICHIGAN CHILDREN'S AID SOCIETY**

**CENTRAL OFFICE**



A sound administration of services for children occurs only when agency structure reflects clearly the lines of authority and responsibility extending from the director to the employees responsible for providing the direct services to children, their parents, and foster parents.<sup>1</sup>

An executive of a multiple-function agency cannot expect to fulfill his responsibility for the over-all direction of the agency program if he attempts to supervise directly the work of more than six persons, whether they are caseworkers engaged in providing services to families and individuals, division heads, or clerical personnel.<sup>2</sup>

In the Michigan Children's Aid Society there is no clear-cut span of control at the present time. Workers both in the central office and the various branches may at any time contact the state general secretary (sometimes without having first gone through the proper channels). While it is highly commendable for the state general secretary to show personal interest in all workers and their problems, it still, on the other hand, can be threatening to an executive or a supervisor if there is lack of regard for proper channels of communication. Of even greater concern to this study is the fact that much of the general secretary's time has been taken up with the involvements that could and should be problems handled by other members of the staff.

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<sup>1</sup>Standards for Foster Care Agencies, Child Welfare League of America, New York, 1947.

<sup>2</sup>Robert M. Mulford, "Problems of a State-wide Agency," Child Welfare, May, 1951.

As sixty percent of an executive's time should normally be spent with the agency board, budget preparations, and outside public relations contacts, it is most important that the span of control to the general secretary be shortened so that only the heads of the various divisions are reporting direct unless there is a problem which involves agency policy.<sup>1</sup> Another suggestion would be to have more reports in writing in short memo forms rather than through personal interviews, as desirable as the latter may be.

This study indicated that the general secretary's position in the Michigan Children's Aid Society should be more clearly defined and his span of control should be reduced with only the heads of the units reporting directly to him in order that he may devote more time to executive and managerial phases of the agency.

#### Branch Executives:

This study found that the executive secretary in all ten branches had the administrative responsibility of selecting staff, working with the board, planning, organizing, directing and evaluating services; of preparing and presenting budgets; and generally carrying out any and all responsibilities delegated to that office by the local board of trustees.

In all except two branches, Flint and Lansing, the executive was responsible for the direct supervision of all caseworkers employed by the branch. The executives at Traverse City and Marquette carried a full

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<sup>1</sup>Floyd Reeves, Consultant to President Hannah, Michigan State University.

caseload as caseworkers in addition to their other duties. The Marquette executive was also responsible for some direct fund-raising. The executive at St. Joseph was the director of the institution Chapin Hall; she also handled all intake for the branch and the institution, did direct casework with unmarried mothers, and carried a limited, undifferentiated caseload.

All of the executives carried some responsibility for either intake and/or a limited caseload. The executives of all branches took part in public relations and publicity, with the majority of the executives taking all responsibility for this.

Three of the executives were men and seven were women. They ranged in ages from thirty-five to past sixty.

Two branch executives had less than a B.A. degree in 1955. However, both of these executives had had many years of experience in the field of social work, and one had been executive of the Michigan Children's Aid Society branch for twenty-seven and one-half years. Three other executives had B.A. degrees or the equivalent of B.A. degrees. One executive had one year of graduate work in social work, and one executive had completed two years of graduate work in social work but had not obtained the degree. Three executives had master's degrees in the area of social work.

For five executives this was their first experience with administrative work. Out of the five, three had never done any supervisory work prior to taking over the position as administrator. Two of the executives had had only five years of experience in social work at the time of the study. One executive had thirteen years, another eighteen and one-half, and the remainder of the executives had had between twenty and thirty-five years of experience.

One executive had come to the Michigan Children's Aid Society in 1954, one in 1953, one in 1952, four in the 1940's, one in 1934, one in 1930, and one in 1925.

The salary range of the executives was between \$4,200 and \$6,500. The rate of salary did not seem to be in terms of academical training or previous experience, but rather was based on the salary range of the area of a particular branch. One of the executives who had a master's degree in social work, and whose responsibility included not only supervision of the full staff but also the carrying of a full-time caseload, was receiving one of the lowest salaries paid to any executive, although this person had had over fifteen years of experience in social work.

As might be expected with such a variation of training experience, there was a wide range of difference as to the competency of the various executives. Professional social work training alone did not seem to be the paramount panacea as far as administrative capability was concerned. For example, one fully-trained executive with a master's degree in social work had much difficulty working with the agency board; another had difficulty with staff relationship and with delegating responsibility.

Observation during the study showed that two branch executives were most ineffectual in board relationships, and one executive completely dominated the board. The other seven executives, as evaluated by Community Chest directors and their own board members, ranged in their ability to work with boards from weak to outstanding. Two executives were evaluated as showing their strongest capabilities as administrators through working with what had once been ill-formed and complacent boards.



The general supervision offered to staff members by executives was very weak. This evaluation came from staff members. Some of the executives were very frank in stating that they did not know what should be included in supervision or really how to supervise. Too often the supervision consisted mainly in checking on work assignments and in giving general directions.

When questioned as a part of this study it was found that few of the executives really understood the business end of the agency but rather left this to the office manager or office secretary. Three of the executives were entirely dependent upon the office staff to prepare the agency budget and all statistics.

Relationship with central office. Every branch executive when interviewed in this study said that the central office in Detroit should be in a position to give them more direct supervision and leadership, and that it should provide written material and direction to them in public relations and agency interpretation as well as staff recruitment.

#### Supervisors:

Each casework supervisor responsible for a program of services to children should meet the following Child Welfare League of America qualifications: Successful completion of two years of graduate work in an accredited school of social work granting the M.S.W. degree and at least three years of successful full-time paid employment in a casework capacity in the field of child welfare.

A supervisor cannot insure responsible agency decisions and a

reliable practice if held accountable for more than five caseworkers, two of whom must be professionally-trained. If the supervisor is assigned duties including the in-service training of inexperienced staff, or other duties, supervisory responsibility should be reduced accordingly. The necessity for this limitation of work load is perhaps best understood when it is remembered that to discharge the responsibility assumed by the agency in providing services for children a supervisor must review intermittently all current case records of the caseworkers, schedule regular conferences with the caseworkers, arrange other conferences when emergencies arise, and be available to the agency executive, to other case supervisors, to other agencies and to the community to provide consultation on all matters which involve the welfare of the child potentially in need of or receiving the agency's services.<sup>1</sup>

If the duties of a casework supervisor include the position of director with responsibility for directing and coordinating the work of two or more units providing services for children such as is found in the central office of the Michigan Children's Aid Society, then the required qualifications for that position should include two years of successful supervisory experience and three years of casework experience in child welfare, in addition to the educational experiences listed above.<sup>2</sup>

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<sup>1</sup>"Requirements for Social Administration," State Department of Social Welfare, California, 1951.

<sup>2</sup>"Qualifications of Staff of an Agency Offering Services for Children," State Department of Social Welfare, California, 1951.

Director and Assistant Director of Children's Services of the Michigan Children's Aid Society. The title "director" implies that the person in this position is held primarily responsible for all activities which involve the establishment of administrative policy and procedure and administrative planning. A social agency director is not a casework supervisor except in a secondary sense.<sup>1</sup> However, in the central office of the Michigan Children's Aid Society the director of children's services and the assistant director of children's services in 1955 were just other titles given to casework supervisors.

Not only is the title of director of children's services used improperly, but the position is much too wide for any one person to hope to handle. This study found that the director of children's services at the Michigan Children's Aid Society had the following duties: (1) Direct supervision of four workers, none professionally-trained; (2) total intake three days a week; (3) staff meetings once a month; (4) public relations in the Detroit area; (5) reading all adoptive studies for the total state-wide Society, and together with an assistant doing all of the matching of adoptive children and prospective adoptive parents; (6) responsibility for the employment of clerical help and assisting the director in the selection of other office personnel; and (7) occasionally carrying a case as a caseworker.

The position of assistant director of children's services was added to the agency staff in 1952 in the hope that the person in this position

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<sup>1</sup>Earl Beatt, Director of Surveys, Child Welfare League of America, New York, 1957.

could offer more coordination to the various branches. However, this did not prove true as the responsibility within the central office involved the following duties: (1) Direct supervision of two workers; (2) intake two days a week; (3) shared responsibility for staff meetings once a month; (4) reading all adoptive cases for the total state, and together with the director of children's services doing the matching; (5) supervision of students from the University of Michigan in their field work placements; and (6) in the past the person in this position has been responsible for some preparation of interpretive materials.

At the time of this study in 1955 the director of children's services of the Michigan Children's Aid Society did not have a graduate degree in social work, but she did have more than twenty-five years of experience with the Michigan Children's Aid Society. Prior to acceptance of her position in the central office, twelve years ago, she was the executive secretary of the Ingham County Branch in Lansing for eleven years. She worked for three years as a field representative for the Michigan Children's Aid Society, and prior to that she was with the Detroit Children's Aid Society. Her salary in 1955 was \$5,392.83.

The assistant director of children's services at the time of this study in 1955 had a master's degree in social work from Wayne University. She came to the central office as assistant director of children's services in June, 1955, after two years of experience in the Pontiac Branch of the Michigan Children's Aid Society as caseworker and casework supervisor. Her prior experience in social work included work for a family service agency and work in a mental hospital. Her salary in 1955 was \$5,230.76.

Branch Supervision. Only two of the branches, Flint and Lansing, had supervisors at the time of the study. The supervisor in Flint supervised five full-time workers and one student from the University of Michigan. Besides this, she carried a partial caseload made up of some home-finding, some adoptions, and casework with two children in two boarding homes.

As the supervisor in Lansing did not come to the agency until October, 1955, and as this was her first supervisory experience, she supervised only three students from Michigan State University. She was to take over the supervisory responsibility for two full-time workers after the first of the year (1956). Besides her supervisory duties she was responsible for intake of and service to unmarried mothers, for some adoptive studies, and for an occasional boarding home study or re-evaluation.

Both supervisors held master's degrees in social work and had done some teaching prior to entering the field of social work. The Flint supervisor had had ten years of experience in social work with eight years being in the Michigan Children's Aid Society branch. She received a salary of \$5,300 in 1955. The Lansing supervisor had had seven years of social work experience and received \$4,800.

In the other eight branches supervision was handled by the executive of the branch.

At St. Joseph, which included the institution Chapin Hall, the executive supervised the total staff--caseworker, clerical workers, house directors, cook, and maintenance man.

Chapin Hall, the Institution of  
the Michigan Children's Aid Society

The function of the institution Chapin Hall located in St. Joseph, Michigan, is to offer a group setting with a limited controlled program for adolescent girls who have environmental problems rather than personal emotional problems. The program of Chapin Hall is directed toward provision of an institutional setting for girls who (a) are in no emotional state to take on foster parents because adolescence is a period of becoming independent of close parental ties; (b) are so untrained socially they cannot fit into a private family; (c) those whose parents cannot accept the competition of foster parents; and (d) for a few girls who need special facilities for observation and study such as girls released from the Neuropsychiatric Institute needing an intermediate step prior to returning to their own families.

Governing Board:

The board of the institution Chapin Hall is the same board that serves the Southwestern Branch of the Michigan Children's Aid Society. It is an advisory board of fifteen members, having been in existence as a board only since 1945. Prior to 1945 the work in the community was done by the Ladies Auxiliaries of St. Joseph and Benton Harbor.

According to the by-laws of the St. Joseph Branch, the responsibility of the board is to "cooperate with the officers of the organization in the performance of their duties and to consult with them in matters of

policy, public relations, and anything pertaining to the welfare of the Society."

The board meetings, according to the by-laws, are set up for four times a year--March, June, September and December--to be held in Chapin Hall. The meeting in December is the annual meeting. Four members constitute a quorum. The average number of board members attending meetings in the past year was eight. The executive secretary attends all board meetings, and occasionally another staff member also attends in order to interpret some phase of the program.

Executive of Chapin Hall:

There was no one on the staff of Chapin Hall at the time of this study who had graduate training in social work. The executive's education consisted of the equivalent of a B.A. degree at the Institute of Juvenile Research, Chicago, and one semester of advanced study in England. Her work experiences include caseworker at Girls Protective League, Detroit; general secretary of the Juvenile Protective Association, Aurora, Illinois; executive of the Pixley Child Welfare Foundation in Fort Wayne, Indiana, for fourteen years; executive in St. Joseph, Michigan, since April 1945. Her salary in 1954 was \$3,980 a year plus partial maintenance which included a room and one meal a day at the institution. In 1955 (for the year 1956) her salary was raised to \$4,135 plus her partial maintenance.

The director of Chapin Hall is also the executive of the Southwestern Branch of the Michigan Children's Aid Society and serves as supervisor to the branch caseworker as well as to the total staff of the

institution which consists of a house director, an assistant house director, a cook, and a maintenance man. On those occasions when the branch has been without a caseworker the entire burden of responsibility for the five-county area which offers adoptive service, boarding care supervision, and services to unmarried mothers has fallen upon the executive secretary. The study found that neither the branch nor the institution has enough staff to take care of the day-by-day program or any sudden emergency, vacancy, or vacation that might occur.

Besides the duties of supervision and administration, the executive is responsible for the major portion of intake as far as the agency is concerned and all intake to the institution. She is also responsible for public relations work and makes a number of public appearances before church groups and service clubs. She has done a radio program and does a number of articles that appear in a local newspaper. She works with the board and attends all board meetings.

Needs:

The Child Welfare League of America feels it is desirable to have child care staff live away from the institution. At the time of the study at Chapin Hall the two house directors, the executive secretary, and the cook lived in the institution; the caseworker, the clerical worker and the maintenance man lived outside.

One of the problems at Chapin Hall was the lack of privacy for the house directors and the executive secretary who lived within the building. There was no place for them to entertain guests or to be separated from



the activities within the institution during their hours off unless they spent their time in their bedrooms or outside of the building.

The schedule of working hours, again due to the lack of staff, prevented staff, especially the house directors, from leaving the community for even a short trip because it was necessary to be back on duty within a matter of hours.

There was neither enough staff nor adequate staff at Chapin Hall to do the kind of job that needed to be done with the girls who came there. As has been stated in other parts of this report, the director of Chapin Hall had a dual responsibility as she served as the executive of the St. Joseph Branch of the Michigan Children's Aid Society responsible for a five-county area. She had total supervision of all staff in the branch and all staff at the institution.

A fully-trained supervisor should be added to the staff who can give casework services to the girls in the home, help the house directors in understanding the needs of the girls, and supervise the casework staff of the branch. There is also need for two additional full-time caseworkers in the St. Joseph Branch. This would release the executive to handle administrative problems, public relations and fund-raising.

The institution has need for a part-time recreation worker who could plan activities and could take over some of the supervision that now is attempted by the house directors and the cook.

Many individuals, in the process of this study, in Macomb County, St. Clair County, Grand Traverse County, and the Upper Peninsula, expressed feelings to the writer that other Chapin Halls should be located in their parts of the state.

### Public Relations

Regardless of whether the agency employs a full-time or a part-time director of public relations, the executive himself must realize that the creation of favorable public opinion is one of his most important responsibilities. He must think continually in terms of the reputation of the work of his agency. He should either handle publicity himself or work with the director of public relations to see that it is adequately managed. Every social welfare agency should have a standing committee on public relations which will give continuous attention to the creation of favorable public opinion and to the development and utilization of the various media through which the public may be reached. The public relations committee should be made up of competent technicians in the field of publicity and public relations. The chairman should be well-qualified for leadership and should not only be a member of the board but of the executive committee of the agency.<sup>1</sup>

#### How Public Relations were Handled by the Michigan Children's Aid Society:

Prior to 1954 when the Michigan Children's Aid Society came into the Michigan United Fund, any public relations and publicity from the central office in Detroit was handled as an incidental part of the general duties of the staff. Occasionally there was some newspaper publicity and

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<sup>1</sup>Mary Swain Routzahn and Evert G. Routzahn, Publicity for Social Work, Russell Sage Foundation, New York, 1928.

a staff member made an interpretive speech, but there was little that represented planned effort in the area of public relations.

In the branch areas of the state publicity was handled by the local staff with some help from local boards. Occasionally the local staff and/or local board was addressed by a staff member or a board member from the central office. The degree of planned effort for publicity was dependent upon the time, the energy, or the imagination of the local staff and the degree of cooperation from the local sources, such as newspapers, radio and/or Community Chest.

The above picture had changed only slightly at the time of this study in 1954-56. The whole area of public relations was generally weak throughout the Michigan Children's Aid Society. The financial field representative was retained in 1954 by the central office to continue financial solicitation in those communities not included in the Michigan United Fund and on a part-time basis to extend and develop a program of public relations and publicity. She was given the title of director of public relations and received a salary of \$4,500 for 1955.

The director of public relations' educational training was approximately the equivalent of a B.A. degree. Her previous experiences included work in public speaking, drama interpretation and direct selling. She was platform superintendent and manager of chautauqua sessions and had some experience on the Detroit Town Hall series.

In 1955 the director of public relations from the central office appeared as a speaker before men's service clubs and women's clubs in various parts of the state; she prepared the central office annual

publication, "The Councillor"; and wrote the Christmas letter of appeal for funds; and appeared before five boards of supervisors to describe the needs and work of the agency.

Each of the ten branch executives took part in some sort of public relations in 1955; usually this was a speech for a child study club, church group, P.T.A., college group, service club, labor group, or some other group. Two executives appeared on TV programs and six were on radio to describe the work of their agencies. Four of the executives arranged for joint staff meetings between their agencies and the staff of other agencies, both on the state level and the local level. All of the branches in 1955 made some use of local newspapers for agency publicity.

Four executives in 1955 shared public appearances with their staff members, and one branch executive made extensive use of board members to interpret the work of the agency.

The general secretary and the central office staff made a number of public appearances for the agency in various parts of the state.

This study indicated that what the Michigan Children's Aid Society needed from the director of public relations was not only someone who could give speeches and who could interpret every phase of the agency program, but someone who could work with the local branches and field representatives to help them with problems of publicity and public relations in their areas of the state. Obviously such a public relations program would need state-wide planning and, this writer feels, should involve a committee made up of representatives from all areas of the state to discuss the local needs and to make plans for publicity.



### Salary Schedules

With any salary plan there should be provisions for a minimum and a maximum for each class and a series of immediate steps which will provide periodic increases and compensation for satisfactory performance. There should be provisions for automatic continuity increases on the basis of acceptable performance and for additional increment based on outstanding performance. Increases should be considered at regularly specified intervals.<sup>1</sup>

Factors to be considered in establishing a salary scale for a position are: (1) The value of the service to the community; (2) the degree of responsibility of the employee for exercising judgment affecting others both in number of people affected and the extent to which affected; (3) the skill required to perform adequately; (4) the rate of pay for comparable service in other agencies and services in the community and nation; and (5) the right of the professional worker to a salary which will afford basic economic security and allow him to participate in the professional and cultural activities of the community and to develop and maintain his professional skills. Agencies such as branches doing similar work in local communities throughout a state should develop comparable wage standards for similar positions, as wage scales when applied uniformly throughout the state should make for greater stability of personnel and also stimulate agencies to maintain high standards of service for the local community.

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<sup>1</sup>Child Welfare League of America.

In order that an agency maintain a sound salary plan, it is necessary that it make a systematic and periodic review of its pay plan and evaluation of its jobs and the ways in which their functioning carries out the purpose of the agency, making changes as current conditions indicate. Modification should be based on scientific objective study of changes in job responsibility, the current standard of living, and trends and salary plans in the social work field and in related fields. A standing committee, a personnel division, or some group especially appointed for this purpose should be charged with responsibility of maintaining the current and the best information available in relation to salaries and the problems inter-related with them for the agency. This should be a regular function and not a casual or emergency assignment.<sup>1</sup>

The salary range throughout the Michigan Children's Aid Society in 1955, especially in the central office areas, was generally much lower than salaries for comparable positions in other child placement agencies. One of the major reasons for the turnover of casework staff was low salaries. As there was no uniformity within the Michigan Children's Aid Society, branches often competed with each other for workers. One of the recommendations made by this writer as a part of the state-wide study was that the agency have more uniformity in the payment of salaries for comparable positions, training and experience.

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<sup>1</sup>Street, op. cit.

Summary

The governing body of the Michigan Children's Aid Society is a forty-member state board. Authority to conduct the work of the state-wide organization is invested in an executive called a general secretary. This executive is assisted by a director and an assistant director of children's services. The last two positions are supervisory in function as the two individuals give direct supervision to the central office case-workers.

There are ten branches with varying degrees of financial autonomy, each governed by a board and directed by an executive. One branch, St. Joseph, includes the institution Chapin Hall as a part of its service function.

Public relations is handled at the local branch level and to a limited extent from the central office.

There is no uniformity of salaries throughout the organization.



## CHAPTER VI

### FINANCING CHILD WELFARE SERVICES

One of the tests of the vitality of a private social welfare agency is its capacity to grow and provide services to meet new demands and opportunities which arise out of the needs of the community and the function of the organization. Such growth presupposes that funds for additional staff and services will be available. The further growth of an agency depends upon the farsightedness of both those who direct the services of the organization and those who give the money essential to the continuance and further development of these services for children.<sup>1</sup>

#### PART ONE.      MICHIGAN CHILDREN'S AID SOCIETY

The total organization of the Michigan Children's Aid Society in 1955 had an income of \$692,862.96. Table III on the following page shows the division of this income among the various branches and the central office.

The financial statement of the central office for 1955 shows an income of \$218,442.65 to be used for services in sixty-one counties. The income for 1955 for the central office was approximately the same as it was for 1951 and \$5,903.81 less than it was in 1949; the cost of giving direct service to children was \$7,725.77 more in 1955 than in 1951 even though the agency gave service to 103 more children that year than it

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<sup>1</sup>Pierrel, op. cit.



did in 1955. The income for the Flint Branch which gives service only in Genesee County was \$104,849.41 for 1955, or almost half that of the central office.

TABLE III

INCOME OF THE STATE-WIDE MICHIGAN CHILDREN'S AID SOCIETY  
FOR 1955 ACCORDING TO BRANCHES AND CENTRAL OFFICE AREAS

TOTAL . . . . .	\$692,862.96
Central Office (including Traverse City and St. Joseph Branches) . . . . .	\$218,442.65
Ann Arbor. . . . .	42,825.71
Battle Creek . . . . .	46,929.56
Flint. . . . .	104,849.41
Jackson. . . . .	43,269.93
Kalamazoo. . . . .	40,214.01
Lansing. . . . .	82,505.80
Marquette. . . . .	51,222.00
Pontiac. . . . .	55,190.01
South Oakland. . . . .	7,413.00

It was found by examining the financial records of the agency that the sources of income were mainly from chests, funds and client reimbursement. Table IV shows the percentages of income from the various sources for the year 1955.

TABLE IV

SOURCES OF INCOME IN THE MICHIGAN  
CHILDREN'S AID SOCIETY FOR THE YEAR 1955

Source of Support	Central Office		Total Organization	
	Amount	Percent	Amount	Percent
TOTALS . . . . .	\$218,442.65	100%	\$692,862.96	100%
Clients . . . . .	61,367.50	28%	214,601.50	31%
Community Chests. . . . .	24,398.24	11%	311,252.36	45%
County Boards of Supervisors. .	7,756.97	4%	26,224.04	4%
Foundations . . . . .	15,450.00	7%	15,450.00	2%
Michigan United Fund. . . . .	82,955.50	38%	86,455.50	12%
Other (Interest & Direct Gifts)	26,442.44	12%	38,878.96	6%

The expenses of the total organization of the Michigan Children's Aid Society in 1955 were \$676,870.00. Table XXVIII in Appendix G shows the areas of those expenses and the percent spent for each. The percentage of expenses as divided among the various services offered by the Michigan Children's Aid Society in 1955 are seen in Table XXIX in Appendix G.

In order to give a complete picture of the financial history of this agency, the fifteen-year table on the next page has been prepared, showing the amount of income and the sources of income from 1940 through 1955. By examining this table, it will be found that certain sources of income have lessened through the years while others have appeared more constant. The table also shows the expenses of the agency and how these expenses have been divided among the various phases of the work of the agency. The total number of children under care for those years is shown in Graph I on page 186, and the adoption placements and adoption completions for the years of 1940 through 1955 are shown in Graph II on page 187.

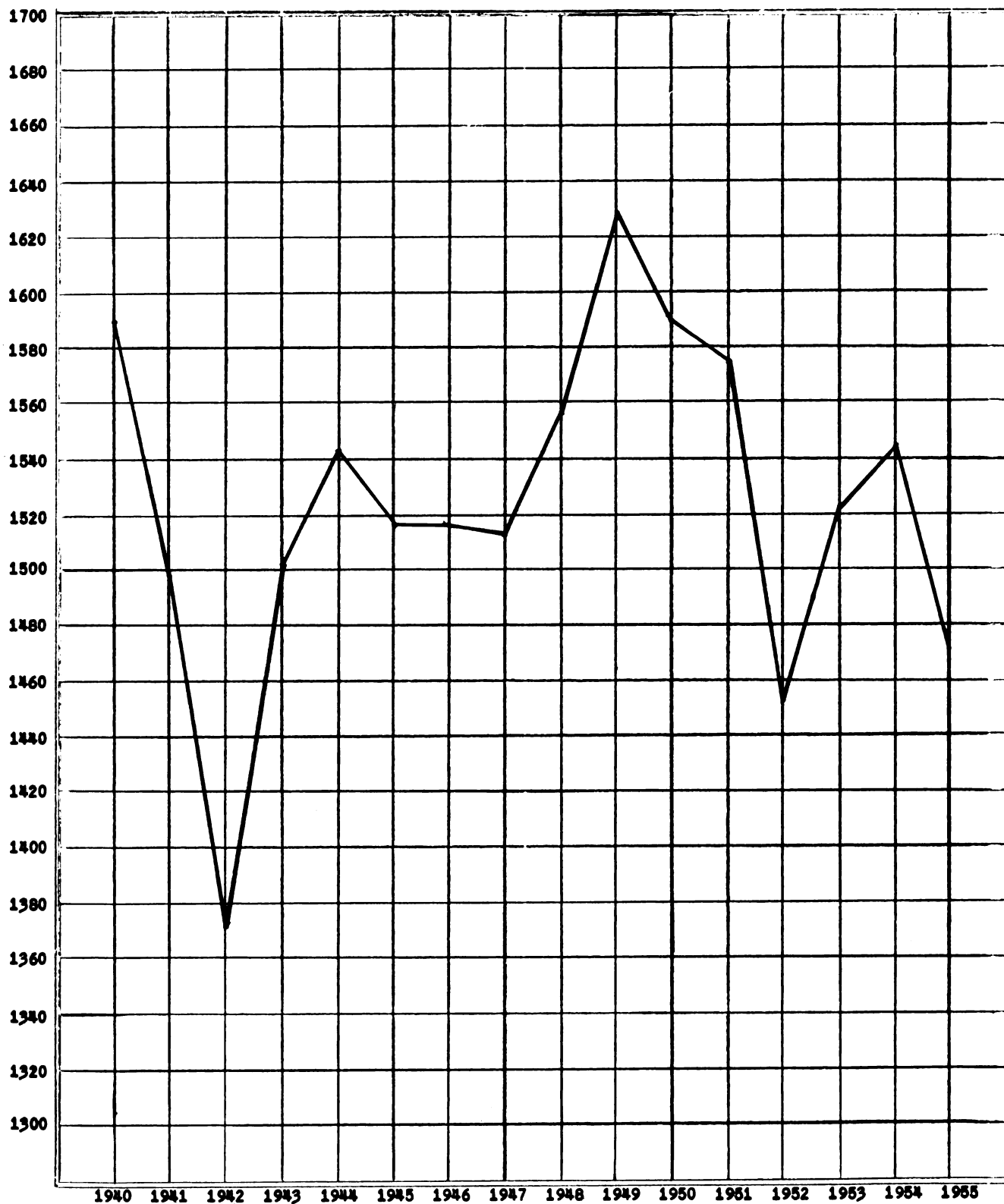
TABLE V

**TOTAL INCOME AND EXPENSE OF THE MICHIGAN CHILDREN'S AID SOCIETY**  
**FROM 1940 THROUGH 1955**

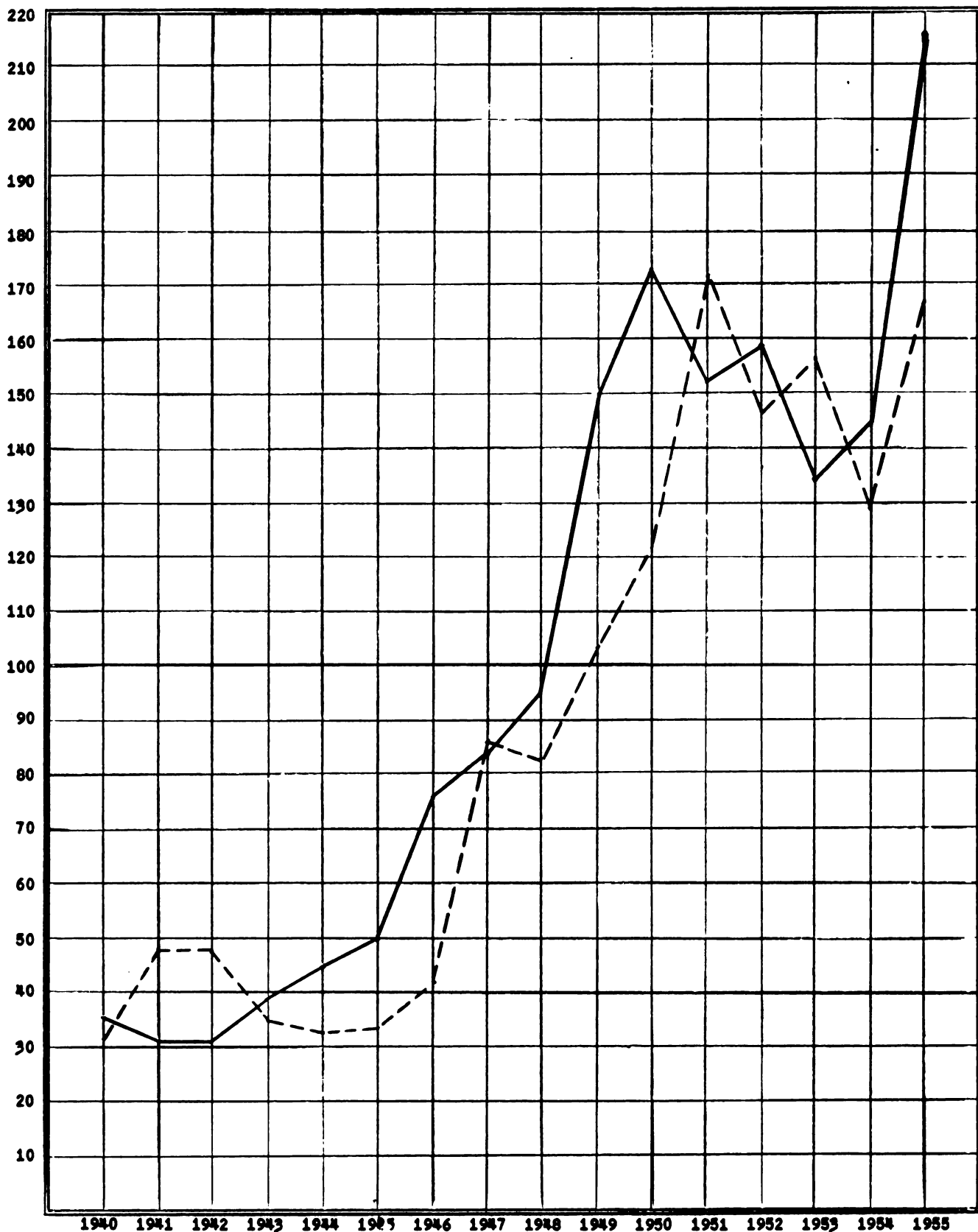
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**GRAPH I**  
**TOTAL CHILDREN IN CARE OF THE**  
**MICHIGAN CHILDREN'S AID SOCIETY**  
**FROM 1940 THROUGH 1955**



**GRAPH II**  
**ADOPTION PLACEMENTS AND ADOPTION COMPLETIONS**  
**OF THE MICHIGAN CHILDREN'S AID SOCIETY**  
**FROM 1940 THROUGH 1955**



KEY: ADOPTION PLACEMENTS \_\_\_\_\_  
ADOPTION COMPLETIONS - - - - -



## CHAPTER VI

### PART TWO. CHILD WELFARE AGENCIES IN OTHER STATES

What about the financial conditions of other child placement agencies in states that have a state-wide program similar to that of the Michigan Children's Aid Society? The information on the ten following agencies was obtained by this writer through letters from the executives and directors, by examining the annual reports and financial statements, by interviewing the executives and supervisors, and by visiting the central offices of these agencies wherever possible.

These agencies were chosen for examination by this writer because they were state-wide or covered part of a state; because they each had a central office and branches or districts; and because they were private child-caring agencies. They illustrated child care methods employed under different conditions in the New England, Middle Atlantic, Mid-Western and Far-Western States. It was not known until after the study of each was completed that they also had something else in common with the Michigan Children's Aid Society; they had serious financial problems.

#### Children's Home Society of California

The state office of the California Children's Home Society is located in Los Angeles; there are nine branch offices. This agency has one function--adoption. In order to bring the services as close as possible to the communities where the needs exist, this agency has moved toward some de-centralization of the state program in recent years. The state

has been divided into three districts with each district headed by a director and a trained social worker. Within each district there are from one to three area or branch offices which serve two or more counties. Each such office is headed by an area supervisor who acts as executive of the branch. Each district has a board, which serves as the board for the total district and has representation from each area. The board has limited power under the over-all policy established by the state-wide board for program planning and policies necessary to meet the local needs. Each area office has an area advisory council which serves as an advisory board in the planning and development of the local office operating under the general direction of the district board. All money, from whatever source, is disbursed by the central accounting office, located at the state headquarters, and headed by a comptroller. Likewise, over-all public relations and fund-raising are centralized in the state office.

In 1955 this agency placed over five hundred children for adoption and assisted an equal number of children and their parents with plans which resulted in maintaining the child's own home for him. The agency has an adoptive fee of \$400.00 which is paid in four payments in the process of the adoptive study. The fee may be waived or reduced if payment would work a hardship on the adoptive parents and, therefore, on the child.

The table on the following page shows the percent of income from various sources for this agency in 1955.

TABLE VI  
SOURCES OF INCOME FOR THE  
CHILDREN'S HOME SOCIETY OF CALIFORNIA  
 1955

<u>Source of Income</u>	<u>Percent of Total Income</u>
Community Chests and United Funds. . .	22%
Income Endowment and Trust Funds . . .	7%
Memberships and Direct Gifts . . . . .	36%
Adoption Fees. . . . .	35%

Children's Services of Connecticut

The Children's Services of Connecticut is a merger of two agencies--the Connecticut Children's Aid Society and the Children's Village of the Hartford Orphan Asylum. This agency offers residential treatment service for emotionally-disturbed children, ages six to twelve. They also provide family casework in some of their geographical areas. In 1955 this agency served 1,214 cases of children and unmarried mothers. Forty children were placed for adoption that year. Forty-three children lived in the Children's Village (Hartford Orphan Asylum).

The agency charges an adoptive fee which covers about sixty percent of the cost of the adoption department. A large percentage of the work of the Children's Village program is supported with income from endowment funds accumulated by the Village over many years prior to the merger with the Children's Aid Society.

The Connecticut Children's Aid Society makes extensive use of auxiliaries to interpret the agency's work in their own communities by



planning meetings with church, civic and lay groups and devising various means of raising money--clothing sales, rummage sales, fashion shows, dances, concerts, a horse show and children's motion picture shows. Together the auxiliaries raised \$49,838.80 or 67% of the amount credited to contributions in 1955. The following tables show the sources of income for this agency and its orphan asylum.

TABLE VII

1955 BUDGET  
HARTFORD ORPHAN ASYLUM

<u>Source of Income</u>	<u>Amount of Income</u>	<u>Amount of Expense</u>
TOTAL . . . . .	\$175,731.95	\$175,731.95
Payments by Parents . . . . .	2,873.00	
Payments by State and Counties. . . . .	29,424.94	
Refunds . . . . .	2,700.00	
Allotment from Endowment Income . . . . .	118,627.75	
Special Allotment for Capital Improvements. . . . .	23,105.36	

TABLE VIII

1955 BUDGET  
CONNECTICUT CHILDREN'S AID SOCIETY

<u>Source of Income</u>	<u>Amount of Income</u>	<u>Amount of Expense</u>
TOTAL . . . . .	\$246,582.17	\$246,479.39
Payments by Parents . . . . .	40,273.90	
Payments by State, Counties or Towns. . . . .	24,999.18	
Direct Gifts. . . . .	22,543.63	
Auxiliaries . . . . .	42,838.80	
Adoption Fees . . . . .	13,305.00	
Community Chests. . . . .	59,656.52	
Income Endowment. . . . .	42,865.14	

Diocesan Bureau of Social Service

This is a Catholic agency which serves the state of Connecticut through three dioceses from a central office in Hartford. Each diocese has district offices which have a certain amount of local autonomy, yet are governed by general diocesan policies. The district offices receive their total support from Community Chests in areas where Chests are located. Diocesan funds are used only to supplement the work in the non-Chest areas. Each office is responsible for presenting a budget to the local Community Chest. The central office serves in a consultative capacity and enters into the local financial picture only when estimated Chest allotments would seriously curtail agency commitments.

Local boards have the responsibility of making policies governing local practices provided that these recommendations do not conflict with general diocesan policies and the laws of the state.

This agency has twelve branch offices which in the year 1955 gave services to 2,982 children and placed 354 in adoptive homes.

Table IX shows sources of income for this agency for the year 1955.

TABLE IX

1955 BUDGET  
DIOCESAN BUREAU OF SOCIAL SERVICE, CONNECTICUT

<u>Source of Income</u>	<u>Amount of Income</u>	<u>Amount of Expense</u>
TOTAL . . . . .	\$878,676.39	\$867,327.76
Churches. . . . .	10,391.65	
Councils of Catholic Women. . .	18,489.80	
Community Chests. . . . .	463,411.73	
Contributions . . . . .	50,196.36	
Board and Care of Children. . .	300,284.99	
Relief Refunds. . . . .	18,316.70	
Miscellaneous . . . . .	4,895.18	



Illinois Children's Home and Aid Society

The Illinois Children's Home and Aid Society has its main office located in Chicago. It has a professional staff of fifty-five members, ten of whom are located in five branches in what is called the downstate district. The staff of each branch office is responsible to the downstate director who in turn is directly responsible to the executive director of the agency. The downstate director visits each downstate office at least once a month.

Each downstate office, with the exception of Waukegan, has an advisory board composed of individuals residing in the local community who assume responsibility for the local program within the agency framework and policy, for presenting the budget to local Community Chests, and for community interpretation.

The downstate offices are intended to be self-supporting, since each is located in a Chest community. However, these offices serve clients within a fifty to one hundred mile radius of the community, and consequently the Chest allocation does not cover the total expenditures of a particular office. Therefore, the downstate program is financed not only through Chest contributions, but also through payments from public agencies and others, and through mail solicitation initiated by the main office.

The main office program of financing has the following structure: Approximately one-third of the total income is obtained from the local Community Chests and the Chicago Community Fund. One-third is obtained from public or private sources which make monthly payments for the support of



their wards who are being served by the agency. The remaining one-third is raised through the activities of their board of trustees, the nine auxiliaries, and their public relations department through benefits, mail solicitation, appeals to foundations, etc.

The statistical report for the year 1955 reported 695 children under care in Cook County, 225 children under care downstate, with 128 children placed for adoption.

The financial statement for the year 1955 shows the Illinois Children's Home and Aid Society having the following sources of income.

TABLE X

1955 BUDGET		
ILLINOIS CHILDREN'S HOME AND AID SOCIETY		
Source of Income	Amount of Income	Amount of Expense
TOTAL . . . . .	\$953,257.62	\$966,262.19
Contributions . . . . .	184,014.86	
Foundations and Trusts. . . . .	92,268.04	
Children's Tag Day. . . . .	1,684.47	
Community Fund of Chicago . . . . .	351,528.00	
Community Chests. . . . .	101,128.91	
Interest. . . . .	44,449.33	
Reimbursements. . . . .	177,012.26	
Miscellaneous . . . . .	1,171.73	

This agency operates only in the Greater St. Louis area although it has five district offices. It functions as one agency with the district offices being integral parts of the whole, rather than having any self-autonomy so far as program, employment of staff, etc. are concerned. This



is a line organization with the district or branch staff being responsible to the director of casework in the central office as far as practice is concerned.

The agency is a member of the Greater St. Louis Community Chest from which it receives approximately eighty percent of its income. The remaining income is from fees or refunds for service and from endowments. In 1954 this agency placed 395 children in boarding homes for temporary care and placed 61 children in adoptive homes, counseled with 717 families about care and behavior problems of children, and gave help to 169 unmarried mothers.

Table XI shows the financial position for this agency for the year 1954.

TABLE XI  
1954 BUDGET  
FAMILY AND CHILDREN'S SERVICES  
OF ST. LOUIS, MISSOURI

<u>Source of Income</u>	<u>Amount of Income</u>	<u>Amount of Expense</u>
TOTAL . . . . .	\$431,028.92	\$431,028.92
Contributions . . . . .	3,200.00	
Payment for Service . . . . .	30,972.39	
Interest on Endowments. . . . .	49,278.37	
Community Chest . . . . .	347,578.16	

The New England Home for Little Wanderers

The New England Home for Little Wanderers is a very old agency having been chartered in 1865 after beginning its service in 1852. This agency has occupied a unique position in the field of child welfare because



it was chartered to work in the six New England states rather than in one state. The headquarters of the society were in Boston, and it was there that applications for service were received and supervision in foster homes was arranged for all children in any part of New England not served by a branch. From the beginning the central office encouraged local autonomy in matters of policy but directed general supervision and standardization of treatment. To this end local workers were given preliminary training at the central office. As soon as feasible local branches were not only encouraged to become autonomous but to merge with other agencies in their communities or to close, because the need was covered otherwise. In 1955 this agency had only three branches. The central office was still in Boston, and two branches were in Maine and one at Pittsfield, Massachusetts. The three branches were quite autonomous in their method of functioning, and had complete flexibility in attempting to meet the needs of their communities. Supervision from the central office was on a consultive basis primarily depending upon the experience of the moment in the local branch and the adequacy of their staff.

Financing of the program is on a cooperative arrangement in which the branches are encouraged and helped to raise their own office expenses to the degree possible. The local branch does this through direct solicitation and through joining in community chests where they exist. The central office supplements to the degree that it feels it can, but does not guarantee the support of the local branch although in actuality it does provide a significant share of the local support.

The New England Home for Little Wanderers provides the following

services for children: (1) Boarding care; (2) diagnostic study program; (3) service to children in their own homes; (4) adoptive homes; (5) institutional care in three small institutions. The number of children given care in any one year is approximately 1300 with about 600 in care at any one time.

The financial statement of 1955 is shown in Table XII.

TABLE XII  
1955 BUDGET  
NEW ENGLAND HOME FOR LITTLE WANDERERS

<u>Source of Income</u>	<u>Amount of Income</u>	<u>Amount of Expense</u>
TOTAL . . . . .	\$453,114.03	\$525,317.25*
Interest on Invested Funds. . . .	149,589.89	
Community Chests and Direct Gifts	141,575.49	
Payment by Parents or those Responsible for the Children. . .	161,948.65	

\*The deficit of \$72,203.22 had to be taken from unrestricted capital funds. Historically this agency has always received almost half of its income from the investment of a very rich endowment.

#### Vermont Children's Aid Society

This agency has a central office in Burlington and three branch offices located throughout the state. The branch offices, or district offices as they are called, have no elements of autonomy. The local control is through a local committee which is largely for purposes of financing and publicity. Integration to the central office is maintained through (1) a direct line of responsibility running from district worker to board through case supervisor and executive; (2) case supervisor is

closely in touch with the district offices through regular schedule of supervisory conferences; (3) monthly staff meetings include all professional staff members and are focused primarily on an educational process related to staff needs; and (4) the policy as determined by the board applies equally to all districts. There is participation from all staff levels with suggestions for board study or for policy clarification.

The services of the agency are: (1) Adoption; (2) boarding care; (3) service to unmarried mothers; (4) counseling services for parents of children living in the parents' own home; and (5) referral service. In 1955 this agency offered services to 466 children, 30 of whom were placed in adoptive homes. The agency also worked with 52 unmarried mothers.

The income of this agency is raised from a variety of sources. The agency has its own fund-raising unit and in 1955 carried out 220 local drives. The following table gives the sources of income and the percentage of the total income for this agency in 1955.

TABLE XIII

SOURCES OF INCOME FOR THE  
VERMONT CHILDREN'S AID SOCIETY  
1955

<u>Source of</u> <u>Income</u>	<u>Percent of</u> <u>Total Income</u>
220 Local Drives in Vermont. . . . .	37.14%
Out-of-State Contributions . . . . .	6.03%
Community Chests . . . . .	15.47%
Income from Invested Funds . . . . .	13.22%
Allotments from Foundations. . . . .	3.15%
Payments for Care. . . . .	9.58%
Adoption Fees. . . . .	3.08%
Withdrawn from Principal to Meet Deficit . . . . .	12.33%

Cash income for this agency in 1953-54 was \$36,733.88, or eighty-seven percent of the total expenses. The deficit was \$12,196.37 which was covered by use of the principal of invested funds. The Vermont Children's Aid Society has accumulated an endowment fund through the bequests of persons interested in supporting its efforts. The market value of this fund on September 30, 1954, was \$335,612.00. In the last four years this agency has drawn a total of \$73,379.62 from this account to cover deficits between cash income and expenditures. These deficits were: 1951-52, \$12,416.85; 1952-53, \$19,216.40; 1953-54, \$12,196.37; and 1954-55, \$19,490.00.

#### The Children's Home Society of Virginia

The Children's Home Society of Virginia with headquarters in Richmond offers only one service--adoption. This agency has a strong central organization with two branch offices. All staff is employed by the central office and staff meetings are all conducted on a state-wide level. The agency is a member of thirty-three community chests throughout the state, and in counties where there are no community chests two staff members organize an annual campaign which is carried out by the local citizens. On page 200 is a condensed analysis of the financial operations for this agency for 1955 showing the sources of support. In that year 207 children were given care with 76 being placed for adoption.



## TABLE XIV

1955 BUDGET  
THE CHILDREN'S HOME SOCIETY OF VIRGINIA

<u>Source of Income</u>	<u>Amount of Income</u>	<u>Amount of Expense</u>
TOTAL . . . . .	\$164,906.47	\$163,553.31
Community Chests. . . . .	75,635.92	
Campaigns and Direct Gifts. . . .	69,315.76	
County Boards Appropriations. . .	5,275.00	
Interest Endowments . . . . .	9,570.96	
Board Paid by Parents . . . . .	4,450.05	
Refunds . . . . .	600.78	

Washington Children's Home Society

The Washington agency offers the following services to children on a state-wide basis: (1) Adoptive; (2) boarding care; (3) institutional care for school-age children; (4) services to unmarried mothers; and (5) counseling service for natural parents. This is done through five branches. In the year July 1, 1954, to June 30, 1955, the agency gave care to 893 children. On the average, seventy-eight percent of this agency's services to children are in adoption and twenty-two percent in providing other types of foster care. This agency has a strong central office which prepares the preliminary branch budgets after consultation with area supervisors. As a private social agency, it is largely dependent for support upon voluntary contributions made through community chests and direct gifts, and to a lesser extent upon payment for services rendered.

TABLE XV  
1955 BUDGET  
WASHINGTON CHILDREN'S HOME SOCIETY

<u>Source of Income</u>	<u>Amount of Income</u>	<u>Percent of Total</u>	<u>Amount of Expense</u>
TOTAL . . . . .	\$404,105.00	100%	\$404,555.00
Community Chests. . . . .	155,701.00	38%	
Memberships and Direct Gifts. . . .	71,712.00	18%	
Endowment Income. . . . .	24,265.00	6%	
Service Charges-Adoptions . . . . .	11,561.00	11%	
Board for children, parents and for the state . . . . .	107,866.00	27%	

Children's Service Society of Wisconsin

Administrative headquarters are located in Milwaukee, and district offices are in five other communities of Wisconsin so that the complete state is covered with services. Each of the district offices has an advisory board as have four other communities. These advisory boards are patterned after the state board of directors but cannot commit the agency through their decisions; they can only make recommendations to the state board. They are responsible for applying general policies to the local situation, insuring adequate financing for the local program, and interpreting the agency to the community. Each advisory board is represented on the board of directors by a member who serves as a liaison. A member of the agency's staff meets with the advisory boards. Each branch office is under direct supervision of the central office and has no local autonomy.

In 1954 this agency placed forty-four children in adoptive homes; the daily average of children in boarding homes for the entire organization

was 110; and 443 adoptive applications were received in the year.

The budget of this agency for the past several years has approximated \$300,000 with seventy-five percent from community chests, twelve percent from reimbursements by clients and referring agencies, seven percent from contributions, four percent from county appropriations, one and one-half percent from membership dues, and one-half of one percent from interest on endowment funds.

TABLE XVI

1955 BUDGET  
CHILDREN'S SERVICE SOCIETY OF WISCONSIN

<u>Sources of Income</u>	<u>Amount of Income</u>	<u>Amount of Expense</u>
TOTAL . . . . .	\$311,657.00	\$311,657.00
County Boards of Supervisors. . .	10,500.00	
Community Chests--State . . . . .	65,870.00	
Contributions . . . . .	20,957.00	
Membership Drives . . . . .	4,100.00	
Reimbursements--		
Public Funds . . . . .	15,000.00	
Private Funds. . . . .	21,000.00	
Interest. . . . .	1,930.00	
Milwaukee Community Chest . . . .	159,480.00	

## CHAPTER VI

### PART THREE.      SUMMARY

A review of the financial condition of private child placement agencies in various parts of the United States shows that these agencies are at present facing a critical shortage of funds to take care of their service needs. Income from endowments and foundations, once a substantial part of the income for such agencies, has rapidly been diminishing in recent years as these funds have been turned to research. Several of the child placement agencies are drawing upon their principal to meet agency deficits. Some agencies faced with this problem are attempting to raise additional income from fees such as adoptive fees.

## CHAPTER VII

### WRITER'S PROPOSED PLAN OF ORGANIZATION OF THE MICHIGAN CHILDREN'S AID SOCIETY

No agency should undertake the serious responsibility inherent in providing a service for children unless it is prepared to offer a quality of service that will prevent further damage to children who are deprived of normal family and community relationships. A desirable and reliable quality of service can occur only when staff is sufficient in number and in competence to insure that the needs of children can be met, and when funds of the agency are such that the services can be offered.<sup>1</sup>

The central office of the Michigan Children's Aid Society does not meet either of these basic concepts of what an agency should be able to offer by way of staff or funds. The staff is too small to meet the present need. The following is a proposed administrative plan for staff and agency organization as prepared by this writer in accordance with the charge of the Michigan United Fund and the study committee of the state-wide study.

#### Central Office

The proposed staff of the central office of the Michigan Children's Aid Society should consist of the following:

A general secretary, or director, of the total state-wide

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<sup>1</sup>Services for Children: Program Planning and Administration,  
State Department of Social Welfare, California, 1951.

organization whose duties would include (1) working with the boards of trustees, both state and local; (2) drafting the budget in cooperation with other staff members; (3) representing the agency on state and national committees; (4) directing public relations; (5) assisting in fund-raising; and (6) general over-all coordination of the total state-wide program. This person would be responsible for frequent staff meetings and would work closely with department heads in strengthening the total program.

Working directly with the general secretary as a part of the administrative staff of the central office would be the heads of the following departments: (1) Children's services; (2) branch and field services; (3) public relations; and (4) business management.

The department of children's services should consist of a director and three supervisors with each of the latter being responsible for one phase of the agency's direct work with children.

The director of children's services should act (1) as coordinator of the three supervisors, and (2) in a consultive capacity concerning any direct service to children offered by the Society both to (a) branches and (b) other agencies. This person should (3) serve as the staff representative on the case committee of the state board of trustees, and (4) work with case committees on the local branch boards.

The three supervisors on the staff of the department of children's services should be efficient in the following areas: (1) Adoption; (2) services to the unmarried mother; and (3) boarding care, protective services and institutional care.

The adoptive supervisor should be assisted by one full-time adoptive worker and should be responsible for (1) all correspondence with branches concerning adoption; (2) the matching of adoptive children to prospective parents; (3) reading and approving of all adoptive cases; (4) any intake pertaining to adoption that comes through the central office; and (5) consultation with branches about any situation pertaining to adoption.

The supervisor of services to the unmarried mother should be responsible for (1) all correspondence with branches and workers pertaining to the unmarried mother; (2) any direct service offered to an unmarried mother by the central office; and (3) coordination with workers in Detroit, Jackson and Grand Rapids who are responsible for direct work with the maternity homes in those areas.

The supervisor of boarding care, protective services, and institutional care should be responsible for (1) all correspondence with branches and workers concerning these services; (2) any direct services offered in these areas that come through the central office; and (3) direct supervision of the institution Chapin Hall and for any other institutions the agency may establish.

All three supervisors should act as consultants and, when necessary, as direct supervisors to the branches and central office districts around problems or instances that pertain to their area of proficiency.

The director of branch and field services, as the name implies, should be available in the field to workers, supervisors and executives alike for consultative services. This supervisor, who actually would be

an assistant to the general secretary with major responsibility for the internal working of the state-wide organization, should make routine and systematic visits to all areas of the state, should attend board meetings, and should, together with the general secretary, act as the "trouble-shooter" of the organization. Any branch having a problem pertaining to branch business, other than in a direct service to a child which normally would be a responsibility of one of the specialized supervisors, would be in contact with this department. Salary schedules, job responsibilities and staff recruitment would be the responsibility of this department and, therefore, the director of branch and field services should serve as the staff representative on the personnel committee of the state board of trustees and should work very closely with the personnel committees of the local branch boards.

The department of public relations should consist of at least two individuals, a director and an assistant director. The function of this department would be: (1) To do public relations work for the total organization including (a) consultation, (b) assistance, (c) writing of materials, and (d) presenting materials for all of the branches as well as for the central office; and (2) a speakers' bureau and the scheduling of individual workers for this type of agency interpretation. The director should work very closely with the public relations departments or public relations committees of other agencies, especially the Michigan United Fund. The director of public relations should serve as the staff representative on the public relations committee of the state board of trustees and should work with the public relations committees of local branch boards.



The services of the department of business management should be state-wide and should involve consultation and assistance to bookkeepers and business managers in the local branch offices throughout the state. A responsibility of this department would be uniformity of statistics and forms to be used throughout the total organization. This department would prepare the statistical reports to the State Department of Social Welfare and would work with the general secretary on budget reports and other reports requiring the statistics of the agency. The business manager should serve as the staff representative on the budget and finance committee of the state board of trustees.

The general secretary should have ex-officio membership on all committees of the board, and the chairman of each committee should serve on the executive committee in order to keep the total board informed. Each staff representative on a board committee should keep that committee informed as to the progress of the work of the department.

With increased central office staff there would be frequent visits and coordinative efforts with the local branches. This would limit the number of visits the local branch staffs would need to make to the central office and would provide more effective help as it would allow the central office to develop a staff of highly skilled specialists.

Such a plan would mean an enlargement of the present central office staff by four new positions and a re-definition of job responsibility for some of the people presently employed. If the central office is to offer state-wide supervision and consultation, it must have the best trained and highest qualified individuals within the organization on its staff.

Therefore, any future replacements must be considered in light of the importance of the position to be filled, and salary and working conditions must be attractive enough to bring in some top-notch people in the field.

Chart III on page 210 shows the proposed changes in the central office of the Michigan Children's Aid Society. Chart IV on page 211 shows the proposed lines of relationship to the state board of trustees.

### Regional and Branch Offices

Regional offices covering more than one county would seem to be a more feasible way of offering services to the total state than the present central office districts and county-wide branches. Present branches should be encouraged to expand their services to include work in at least one additional county. This would free the central office from offering direct casework in those areas and would enable more concentration on the rural areas and the establishment of additional branches which in time could be at least semi-supported by local Community Chests. It must be recognized before any such expansion takes place that, financially, certain areas of Michigan probably never can be self-supporting as far as child welfare work is concerned. However, this does not lessen the need for additional services in those less-wealthy, less-populated areas of the state.

This study found that the Upper Peninsula is an example of this. The branch office at Marquette has had a most difficult struggle for funds through the years. The staff has always been the lowest paid in the state, and yet has been expected to offer services to an area that is as great from east to west as it is from Sault Ste. Marie to Detroit. For years

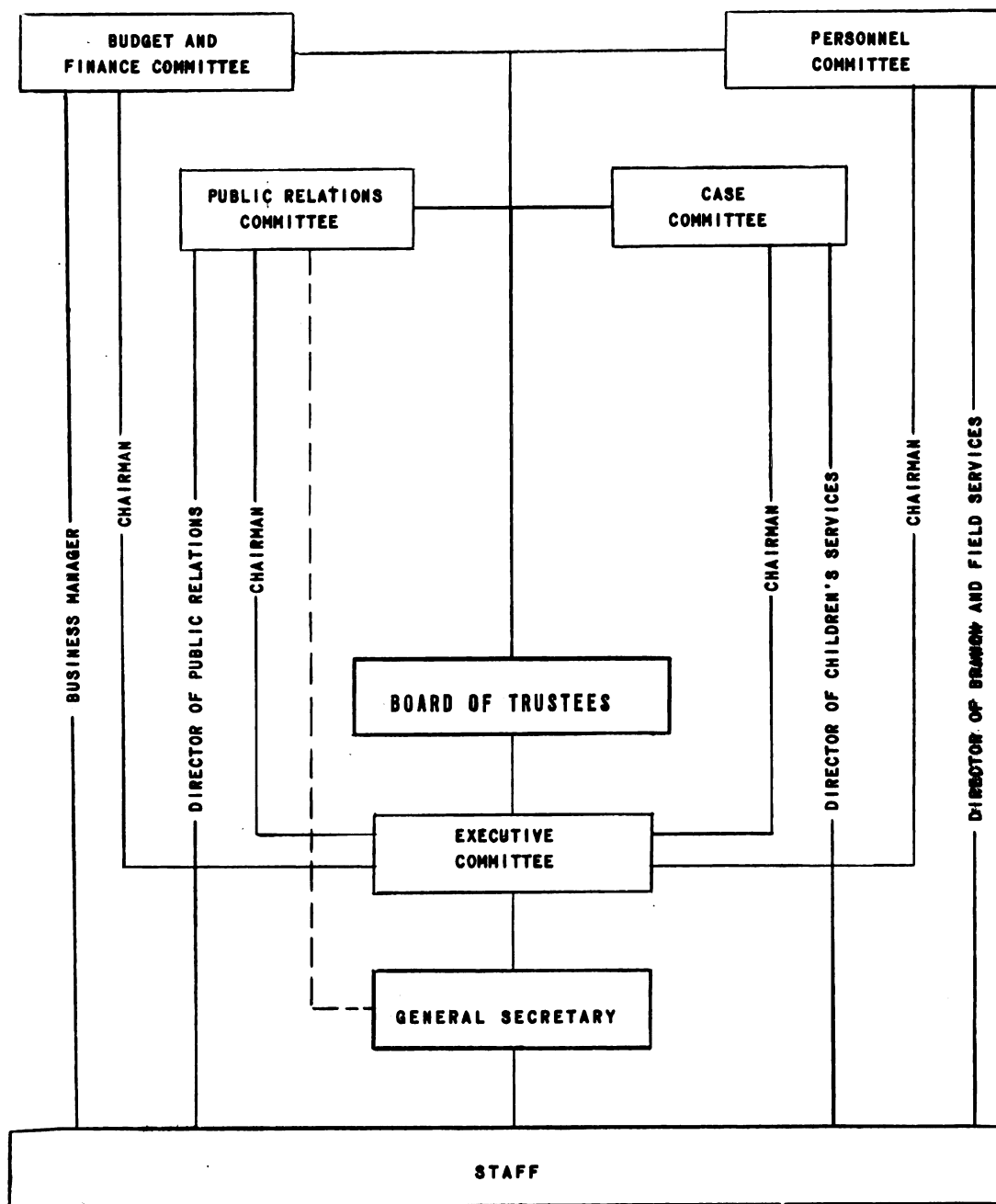
**PROPOSED ORGANIZATION OF THE  
MICHIGAN CHILDREN'S AID SOCIETY**

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graph TD
    GS[GENERAL SECRETARY] --- DOR[DIRECTOR OF PUBLIC RELATIONS]
    GS --- DORC[DIRECTOR OF CHILDREN'S SERVICES]
    GS --- DORF[DIRECTOR OF BRANCH AND FIELD SERVICES]
    
    DOR --- AD[ASSISTANT DIRECTOR]
    DOR --- S1[SECRETARY]
    
    AD --- I[Interpretation of Agency Service]
    AD --- WM[Written Materials-- Staff, Education, Publicity]
    AD --- W[Workshops]
    
    DORC --- BK[BOOKKEEPER]
    DORC --- ST[STATISTICIAN]
    DORC --- S2[SECRETARY]
    
    BK --- AR[Accounts & Records]
    BK --- TP[Typing Pool]
    BK --- P[Personnel]
    BK --- CT[Cars and Travel]
    BK --- V[Vouchers]
    BK --- P2[Purchasing]
    BK --- AP[All payments]
    
    DORF --- S3[SECRETARY]
    S3 --- FSS[Field Supervision Branch business not concerned with Direct Service to Children]
  
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CHART IV

PROPOSED RELATIONSHIP OF THE  
MICHIGAN CHILDREN'S AID SOCIETY  
CENTRAL OFFICE STAFF TO THE  
STATE BOARD OF TRUSTEES



two workers divided this vast area between them and tried to cover the needs of children living there.

The Upper Peninsula, faced with the opening of the new Mackinaw Bridge in November of 1957 and of the St. Lawrence Seaway, is becoming increasingly aware of the many social problems that inevitably will follow any increase in population. The Michigan Children's Aid Society and other agencies in that area should be aware of these needs and should be prepared to meet them even before they happen.

The Marquette Branch should plan to increase its staff to an executive, a supervisor and five caseworkers. Instead of the present plan where the entire staff is concentrated in Marquette and the workers go out into the areas, only the executive, the supervisor, and one caseworker should be housed full-time in the Marquette office. The other four workers should live and work in their areas with a telephone listing and interviewing space in Escanaba, Houghton, Ironwood and Sault Ste. Marie. The worker in the Escanaba area should be responsible for work in Delta, Dickinson, Menominee and Schoolcraft counties; the worker in Houghton for Baraga, Houghton and Keweenaw counties; the worker in Ironwood for Gogebic, Iron, and Ontonagon counties; and the worker at Sault Ste. Marie for Chippewa, Luce and Mackinac counties. The worker in Marquette would be responsible for Alger and Marquette counties. Because the bulk of the work at the present time is in Marquette county, this worker would need assistance in direct casework from the casework supervisor.

The executive and supervisor should visit the workers in the field for scheduled conferences, and the workers should come to Marquette for

monthly staff meetings. Most of the clerical work should be done by the Marquette office. Boarding homes as well as adoptive homes should be expanded in the counties near the workers' bases, and local medical facilities should be used. The supervisor and the executive of the Marquette Branch should share intake.

In order to better bring the agency to the needs of the prospective client there needs to be the physical presence of an agency representative in the area, a telephone number that can be called, and an office that can be used for interviewing; not, as at present, the worker's car or home. Workers can and should continue to use office space of other agencies, but should certainly have a telephone listing under the name of the Michigan Children's Aid Society. This would mean additional clerical help.

Only the number of professional staff members are given in the following material on proposed branches. However, clerical staff should be planned at the rate of one and one-half clerical persons to every three professional workers.

In order to give adequate state-wide coverage there is, this writer feels, need for a total of sixteen branches of the Michigan Children's Aid Society. This is an addition of six over the present number. Each branch should be governed by a local board of trustees under the direction of the state board of directors; any national association such as the Child Welfare League that serves the total agency should have affiliation only through the central office.

The relationship between the central office and the branches should be a federation with varying degrees of local autonomy depending upon the

strength of the local community, the local branch board and the local branch staff. For lack of a better example it might be compared to the relationship of the states to the national government in our own United States. We here in the United States have a strong federal government with powers to levy taxes, to defend the country against war, to preserve order at home and to protect property, and yet each state retains a degree of sovereignty, of freedom and of independence that is commensurate to the local situation.

In the Michigan Children's Aid Society the general framework for services would be provided by the central office, but the implementation of these services and the major responsibility for financing the program would be left to the local branch, a method that would put responsibility at the level where the funds were raised and where the problem for service existed.

Each local branch should be represented on the state board of trustees.

The degree of local autonomy should vary, with permission of the state board of directors, according to the amount of local support and need. However, no local board or staff should have the right to determine program or policy without first having obtained permission from the state board of directors.

The state board of directors should make or approve all policy for the organization. There should be one corporation, one constitution, and one set of by-laws.

If the local branch community is to continue to support the central office through the Michigan United Fund, the central office will have to offer more services to the local branch, and the local branch will have to do a better job of interpretation of these services to the local Community Chest.

The central office should prepare a report of cost of providing services to the local branch. This should be presented to the local Community Chest in order that they know the basis for the amount requested by the Michigan United Fund as the share allotted the central office of the Michigan Children's Aid Society. It would be desirable if a member of the central office staff or the state board of trustees would take part in the presentation to the local Community Chest in order to interpret the state program.

The Michigan Children's Aid Society should, in those areas of the state not covered by the Michigan United Fund, make direct solicitation to the Community Chests. There should be a presentation of a quota for services rendered that includes not only cost of direct service but also the cost of the central office services given to that area.

With the establishment of more regional offices and branches the cost of maintaining the central office would decrease from the present expense of direct service to one of administration only, and the quotas could be adjusted accordingly.

It has been recommended by two studies made by Research Associates, one in Lansing, the other in Kalamazoo, that the Michigan Children's Aid Society branch merge with the local Family Service Agency. This writer



feels that if a branch does merge with another agency it should withdraw from the state-wide organization of the Michigan Children's Aid Society. The merged branch should not continue to affiliate as a member branch or else there will never be any assimilation within the merged agency, and there will be only confusion within the Michigan Children's Aid Society as the problems of merger are inevitably brought into staff discussions.

Before a local branch considers a merger with another agency the state general secretary and representatives from the state board of trustees should be invited to have conferences with the local branch board and staff as well as with the other agencies involved, and with the Community Chest, as to how this merger would actually offer better service to the local community. Consultation should also be requested from the Child Welfare League of America in order that the identification with services to children not be lost.

The central office and state board should concentrate more upon expanding the undeveloped areas of the state and in helping the smaller branches expand to meet the local need. This can be done only through the development of regional branches.

There are two areas in the expansion of the Michigan Children's Aid Society which are recommended by this study. First, the present so-called independent branches should expand to take care of at least one additional county and to enlarge their present staffs to meet these added responsibilities. The newly-expanded branches would be financed by the local Community Chests with a quota, or percent of the total service, worked out for each county served and presented to each local Chest in the area. If there is no

Community Chest or if a county could not cover the total cost of care, then there should be provision for assistance in financing by the Michigan United Fund through the central office.

Second, there should be the establishment of new branches and regional offices in the present undeveloped areas of the state. This plan carried out over a ten-year period would in its entirety result in the expansion of the central office staff and the establishment of six new branches as well as the expansion of present branches. In addition to present staff positions this expansion would call for six executives, fourteen casework supervisors, and fifty caseworkers, plus a director, an additional house mother at Chapin Hall, and a public relations person. The additional professional staff would need thirty-four added clerical workers.

The size of the recommended staff is based on: (1) The number of children in the area to be served by the branch; and (2) the size of the area to be covered. The suggested location of the branches, the number of counties to be served and the number of children who in 1955 were living within the area are shown in Table XVII on page 218.

The following paragraphs give a more detailed description of the proposed branches.

Alpena:

The Alpena Branch planned to give service to a nine-county area should have an executive, a casework supervisor and four caseworkers. The area covered by this branch would be Alcona, Alpena, Cheboygan, Iosco, Montmorency, Ogemaw, Oscoda, Otsego and Presque Isle counties.

TABLE XVII

PROPOSED LOCATIONS FOR BRANCHES OF  
THE HIGGINS CHILDREN'S AID SOCIETY<sup>1</sup>

<u>Name of Branch</u>	<u>Number of Counties to be Served</u>	<u>Number of Children in Area in 1955</u>
Alpena . . . . .	9	37,167
Ann Arbor. . . . .	3	114,661
Battle Creek . . . . .	2	57,172
Detroit Office . . . . .	1	912,176
Flint. . . . .	3	165,637
Holland. . . . .	7	278,317
(Without Kent County-- 154,802)		
Jackson. . . . .	2	54,355
Kalamazoo. . . . .	2	66,044
Lansing. . . . .	3	89,574
Ludington. . . . .	9	45,592
Macomb . . . . .	1	113,332
Marquette. . . . .	15	111,808
Four Sub-Offices		
Escanaba . . . . .	(4)	(35,166)
Houghton . . . . .	(3)	(15,643)
Ironwood . . . . .	(3)	(20,073)
Marquette. . . . .	(2)	(21,636)
Sault Ste. Marie . . . . .	(3)	(19,265)
Midland. . . . .	8	162,728
Pontiac. . . . .	2	238,406
Port Huron . . . . .	4	72,050
St. Joseph . . . . .	3	84,431
Traverse City. . . . .	9	39,357

Marquette: The Marquette regional office is described on pages 212-213.

Midland:

The branch planned for Midland would give service to eight counties and would need a professional staff consisting of an executive, a supervisor and seven caseworkers. The area covered by this branch would include Arenac, Bay, Clare, Gladwin, Gratiot, Isabella, Midland and Saginaw counties.

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<sup>1</sup>The map on the following page illustrates the proposed locations.

PROPOSED REGIONAL OFFICES OF THE  
MICHIGAN CHILDREN'S AID SOCIETY



Holland:

The Holland Branch should cover an area of seven counties and would need an executive, a supervisor and seven caseworkers. The area covered by this branch would include Allegan, Barry, Ionia, Kent, Montcalm, Muskegon and Ottawa counties.

Ludington:

The Ludington area would include nine counties and should have an executive, a casework supervisor and four caseworkers. This branch would cover the area of Lake, Manistee, Mason, Mecosta, Missaukee, Newaygo, Oceana, Osceola and Wexford counties.

Traverse City:

This branch should handle an area of nine counties and would need an executive, a supervisor and four caseworkers. The work of this branch would cover the following counties: Antrim, Benzie, Charlevoix, Crawford, Emmet, Grand Traverse, Kalkaska, Leelanau and Roscommon.

Port Huron:

The branch at Port Huron would cover four counties and would need an executive, a supervisor and four caseworkers. The four counties covered by this branch would be Huron, Sanilac, St. Clair and Tuscola.

Macomb:

It is suggested that the branch in Macomb county cover only the one county. Due to the lack of other agencies in the area and to the large

population the branch should have an executive, a supervisor and five caseworkers.

Pontiac:

The Pontiac Branch in order to handle the present needs of Oakland County needs a staff of one executive, one case supervisor, and seven caseworkers. If Pontiac were to take over the work of Livingston County, which is recommended by this study, another caseworker should be added to the staff, making a total of ten professional workers. Two of these workers should spend full time in the area of home finding and adoptive placements.

Flint:

There is enough need in Genesee County at present for the Flint Branch to expand its staff to seven full-time caseworkers, and if the agency were to take over additional work in Shiawassee and Lapeer counties, then the staff should be expanded further to include eight caseworkers, making a total of ten professional staff.

St. Joseph:

There is enough need in the area served by the St. Joseph Branch to warrant a staff of one executive, one case supervisor, and four caseworkers. This staff should be separate from that of Chapin Hall which is also located in St. Joseph. This branch should cover the three-county area of Berrien, Cass and Van Buren counties.

Kalamazoo, Battle Creek and Jackson:

Kalamazoo, Battle Creek and Jackson should each have staffs

consisting of an executive, a case supervisor, and four caseworkers. If Kalamazoo, Battle Creek and Jackson each assume responsibility for the work in one additional county, as this study recommends, the staff of four caseworkers would be sufficient for this expansion. If there is no expansion, the staff is still needed to give more adoptive services to the local areas.

It is suggested that the Kalamazoo Branch cover St. Joseph and Kalamazoo counties; and that Battle Creek include services to both Branch and Calhoun counties. The Jackson Branch should work in Hillsdale county as well as Jackson county.

Ann Arbor:

In Ann Arbor where it is suggested that the branch give service to two additional counties, those being Lenawee and Monroe, in addition to Washtenaw county, it is recommended that the staff be expanded to one executive, one case supervisor, and six caseworkers to take care of the growth in population in that part of the state within the next five years.

Lansing:

The Lansing staff is sufficient in size to take care of the present needs of Ingham county. If the branch is expanded to cover Eaton and Clinton counties, as is recommended by this study, there should be an additional caseworker.

Detroit Office:

An office with an executive and one caseworker should be established in Detroit to be responsible for casework with unmarried mothers

who go to the Detroit hospitals and who want help from the Michigan Children's Aid Society. The Detroit office should also take care of the few cases the agency handles in Wayne county.

### Staff

The plan for expansion calls for enlarging the central office staff and that of the existing branches, and for the establishment of six additional branches, and for offices in Detroit, Escanaba, Houghton, Ironwood and Sault Ste. Marie. Such expansion would require the following staff members as compared with the present staff.

TABLE XVIII

PROPOSED STAFF OF THE  
MICHIGAN CHILDREN'S AID SOCIETY  
AS COMPARED TO CURRENT STAFF

<u>Position</u>	<u>Number Needed</u>	<u>Present Number</u>
TOTAL . . . . .	189	82
Executive Director. . . . .	1	1
Director of Children's Services . .	1	1
Public Relations. . . . .	2	1
Branch Executives . . . . .	16	10
Director of Institution . . . . .	1	--
Supervisors . . . . .	19	4
Caseworkers . . . . .	84	34
Clerical. . . . .	81	27
Housenmothers. . . . .	3	2
Cook. . . . .	1	1
Maintenance Man . . . . .	1	1

Appendix H contains a copy of the writer's proposed budget for the Michigan Children's Aid Society which shows an estimation of the cost to



establish the suggested new branches, to adequately staff existing branches and the central office in order that coordination and consultive services can be offered on a state-wide basis.

The reader examining this budget should be aware that most of the current operating cost of the branch could be raised in the area of the local branch.

### Summary

The writer, as a part of the charge given for the state-wide study by the study committee and the Michigan United Fund, designed a plan of organization for the Michigan Children's Aid Society. This plan proposes an expansion of the central office staff to include the following departments: (1) Children's services; (2) branch and field services; (3) public relations; and (4) business management. The function of this central office staff would be to offer state-wide supervision and consultation to the various branches and regional offices.

It is felt by the writer that in order to give adequate state-wide coverage the present ten branches should be expanded to sixteen regional offices.

## CHAPTER VIII

### FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

The purpose of this study was to examine the administrative aspects of the state-wide Michigan Children's Aid Society to determine where changes should be made. Specifically, the study attempted to answer the following questions:

1. What is the present administrative organization of the Michigan Children's Aid Society?
2. What should be the administrative plan for future expansion of this state-wide organization?
3. How should this program be financed?

In order to answer the above questions every county in the state of Michigan was visited; material was gathered by interviews with other agencies, courts, hospitals, professional groups, labor groups, farm groups and with interested citizens. Interviews were held with every staff member of the Michigan Children's Aid Society, branch and central office, clerical and professional. Board members were interviewed; board meetings were attended, both special and regular, and board minutes were read; historical records, documents and published and unpublished literature in the area of child welfare administration were examined.

The data collected appeared to justify the following summary of findings and recommendations in which also will be found the answers to the above three questions.

### Articles of Association and By-Laws

#### Findings:

1. The central office of the Michigan Children's Aid Society is functioning under articles of association and a set of by-laws that were adopted in 1912 and which are outmoded as far as the present practice of the agency is concerned. Nowhere in the articles of association or the by-laws is there a definition of the relationship between the local branches and the central office. There is only a casual mention of the right to establish branches. When the early branches were first established there were written propositions with the central office which defined the local rights and those of the central office. Through the years as the close relationship between the branches and the central office lessened due to lack of coordination and supervision, the written propositions were discarded, and the branches assumed varying degrees of autonomy dependent upon the local staff and the community. Each branch adopted its own constitution and by-laws which were in most instances either patterned after the central office or were very similar and which are now outdated.

There is no provision in the present by-laws for branch representation on the state board or for lines of communication between the state and branch boards.

#### Recommendations:

1. It is recommended that the articles of association and the by-laws be completely revised in order to coincide with present agency

practice. The revisions should:

- (a) Include a clear definition of the relationship between the local branches and the central office; and
- (b) Provide one set of by-laws and articles of association broad enough in scope to be used by the central office and all of the branches.

### Boards

#### Findings:

1. The governing body of the Michigan Children's Aid Society, according to the by-laws of the agency, is a forty-member board of trustees. The by-laws do not provide for terminal periods of membership, and until 1956 it was the general practice of the agency to re-nominate most of the same members. While the by-laws provide for officers of the board, there is no provision for term of office.
2. The by-laws do not make provision for the number of board meetings to be held each year; the general practice has been to hold two--one in the spring and the other in the late fall. The by-laws also do not define the authority of the executive committee or provide for any accountability of this committee to the rest of the board.
3. Historically, the state board of the Michigan Children's Aid Society played a very active role in the development of that agency, not only in the formation of policy but in solicitation and personal contributions of funds, as well as agency interpretation. Over a period of years the board became less representative of the client and the area served by

the agency, and less informed about the program of the complete organization or the function of the state board. Throughout the period of this study the board of trustees has become increasingly aware of its own weaknesses and has made many commendable changes in an effort to become better informed and to take a more active part in the agency program. The board membership is still not as representative of various interests, age groups and geographical areas as is necessary.

4. Few of the members of the ten branch boards had any true awareness of the central office or the function of the state board of trustees.

Recommendations:

1. It is recommended that control of the Michigan Children's Aid Society, with policy-making prerogative for the total Society, be vested in the state board of trustees.

2. It is recommended that there be one set of by-laws for the total organization broad enough in scope to take care of the needs of both the state board of trustees and the branch boards, and that these by-laws include the following provisions:

(a) That all boards be rotative.

(b) That all terms of board membership be for a period of three years and that no member serve more than two successive terms.

(c) That all terms of office be for not more than one year, and that no officer serve for more than two terms in succession in any one office.

(d) That a quorum be one-third of the board.

(e) That inactive members can be removed.

3. It is recommended that the by-laws be revised to provide that the state board of trustees meet at least five times a year, with one meeting being an annual meeting, with the work between meetings being handled by an executive committee. It is further recommended that the executive committee be accountable to the rest of the board. This could be accomplished by circulating the minutes of the executive committee to all board members shortly after committee meetings.

4. It is recommended that the by-laws provide that all branch boards have at least ten meetings a year, including the annual meeting, with the work between meetings being handled by an executive committee with accountability to the rest of the board.

5. It is recommended that the membership of all boards be more representative of various interests and geographical areas served by the agency, including business, labor, professional groups and rural areas, and that there be more effort to develop candidates under thirty years of age. In order to help facilitate a broader membership, it is further recommended that the nominating committees be standing committees elected by the boards so that year-around evaluation of membership may be possible.

6. It is recommended that each branch have representation on the state board of trustees in order to provide a natural channeling of information between the local and the state levels. Further, it is recommended that there be clear-cut lines of communication between the state and the branch boards provided by a policy manual and the by-laws.

7. It is recommended that branch board members be better acquainted with the state organization of the Michigan Children's Aid Society and the relationship of the local branch to the state-wide program.

### Staff

#### Findings:

##### General Secretary

1. The administrative staff of the central office is composed of three persons--a general secretary, a director of children's services, and an assistant director of children's services--who are responsible not only for the administrative direction of the central office, but also for direct supervision of the five field representatives who serve thirty-eight counties, and for the supervision of a nurse and one caseworker who serve the Detroit area. The above staff is also responsible for all branch coordination and adoptive matching for the state-wide program. Because of the many diversified duties in each of the above administrative positions, a three-person staff is not sufficient to handle the present needs.

2. One important area of organizational weakness within the central office involves the position of the general secretary whose duties are not clear-cut, and who often is involved in direct casework and supervision of workers. The general secretary is further handicapped in his administrative capacity by having no defined span of control so that workers, supervisors and branch personnel report directly to him.

3. The general secretary acts in the capacity of recording secretary to the state board of trustees, although the by-laws of the agency

state that the general secretary is not to hold that position.

#### Branch Executives

4. Five of the ten branch executives have no graduate training in social work. Five had no prior experience in administration. Lack of graduate training and/or previous administrative experience places a present-day executive at a disadvantage in obtaining and keeping trained staff or in working with other community agencies whose executives are fully-qualified.

5. All except two of the ten branch executives are responsible for direct supervision of their staff and for casework with clients. Because of the many demands of this position, it is almost impossible for the executive to handle board interpretation and public relations, together with administrative duties and casework responsibilities, and still give some semblance of competent supervision. Too often it is the supervision which suffers.

6. Some of the branch executives do not seem to be aware of the relationship of the branch to the state organization, and their staff and board members, as well as the agencies within the local community, including the Community Chest, have little if any awareness of the function of the central office and of all phases of the agency program.

#### Supervisory

7. The two casework supervisors in the central office have been given the titles of director and assistant director of children's services. They are both hampered by too many responsibilities, due to the combination



of the position of director and of supervisor so that either their administrative duties or the direct supervision suffer. The duties of each position are too wide to be handled effectively by one person, regardless of the amount of overtime that may be given to the job.

8. Only two of the ten branches at the time of this study had supervisors. In the other branches the supervision was handled by the branch executive. The degree and quality of supervision varied from branch to branch and was generally weak. There is need in every branch for a casework supervisor to handle the supervision of workers.

#### Institutional

9. The director of Chapin Hall is also the executive of the local branch of the Michigan Children's Aid Society. This combination of functions which are widely different creates many problems that make the separation of the branch from the institution desirable.

10. The institution is understaffed. At the present time there are two house directors, both past sixty, a cook, and a maintenance man. There are no provisions for staff emergencies or for any consistent program of casework services for the clients of the institution.

#### Casework

11. The academic qualifications of the caseworkers within the Michigan Children's Aid Society vary from more than two years of graduate training in social work to less than one year of college training. Most of the branches are aware of the need for graduate social work training,

but often the salaries available in the area are not sufficient to attract fully-trained staff.

12. Every branch and the central office areas are in need of additional caseworkers; workers to do adoptive studies, to do boarding home finding, and to work with unmarried mothers are especially needed.

13. In order to really give state-wide coverage this agency should have eighty-three (83) caseworkers. It has, at present, in all branches and the central office area only thirty-four (34) caseworkers. The minimum number of caseworkers needed immediately in the central office areas, in St. Joseph and in Traverse City, is ten. Marquette and Pontiac together need four. Within the next year Ann Arbor should have two, and Flint, Battle Creek, Kalamazoo and Jackson should each add one.

Recommendations:

General Secretary

1. It is recommended that the administrative organization of the central office be enlarged and rearranged to include four department heads, one assistant in public relations, and three casework supervisors. This would mean the addition of four positions and a re-definition of job responsibility for two present positions.

2. It is recommended that the position of general secretary be more clearly-defined as to duties in order that he may devote more time to what are normally considered the duties of an executive.

3. It is recommended that the span of control be clearly-defined in order that the number of persons reporting directly to the general

secretary be reduced to include only heads of units in order that he may devote more time to executive and managerial phases of the agency.

4. It is recommended that the general secretary not serve in the capacity of a recording secretary to the board of trustees or in any other office of the board, and that he not be burdened with taking minutes at board meetings or committee meetings.

5. It is recommended that the title "general secretary" be changed to "executive director."

#### Branch Executives

6. It is recommended that no future branch executive be employed who has less than two years of graduate professional training and five years of experience in child welfare.

7. It is recommended that the executives strengthen their agencies by the addition of a casework supervisor in those branches where there are three or more caseworkers.

8. It is recommended that each executive make a planned effort to improve the program of public relations. It is further recommended that each executive interpret to his staff and board the nature of the state-wide organization and the branch relationship to the central office. It is also recommended that the executives work more closely with their boards around the interpretation of total agency program so that board members are acquainted with more than one phase of the program.

#### Supervisory

9. It is recommended that the duties of direct supervision of workers in the central office be separated from the duties of the director

and the assistant director of children's services. It is further recommended that a casework supervisor be added to the staff to give direct supervision to field representatives.

#### Institutional

10. It is recommended that the Chapin Hall staff include a trained caseworker. It is further recommended that a follow-up service be offered for all girls who have been in Chapin Hall, and that this be a joint project between the institution and the various branches of the Michigan Children's Aid Society.

11. It is recommended that the staffs of the institution Chapin Hall and of the Southwestern Branch of the Michigan Children's Aid Society be separated.

#### Casework

12. It is recommended that the agency have at least one caseworker with two years of graduate social work training in each of the ten branches and the five central office districts. Caseworkers with less training should be employed only with the understanding that they will take classes in graduate social work. No caseworker should be employed with less than a B.A. degree, and with this training only if adequate supervision can be offered.

13. It is recommended that ten additional casework positions be added as follows: Central office, five; St. Joseph, two; and Traverse City, three.

### Comparison of Branches

#### Findings:

1. There is no consistency among the various branches as to the size of caseloads or size of staff. There is need for more local study and more coordination of the branches in order to give better services in certain areas of the state.

#### Recommendations:

1. It is recommended that more study be given to the proportion of local needs, and that some of the small branches be enlarged or strengthened with the addition of trained personnel.

### Chapin Hall

#### Findings:

1. The institution Chapin Hall located in St. Joseph is the only non-sectarian group care facility for adolescent girls in Michigan. It is inadequate both quantitatively and qualitatively to meet the needs and should have an expansion of program. There is need for additional like institutions in other parts of the state.

2. The institution Chapin Hall is under the direction of a local board which is also the board of the Southwestern Branch of the Michigan Children's Aid Society. Although local representation is necessary, the institution needs to be under the direction of the state board of trustees

if it is to offer state-wide service.

3. The casework services of Chapin Hall are very weak. There is need for more adequate preparation of the girls for the institution, for personal counseling while in the home, and for follow-up services. The questionable disciplinary method of the demerit system is used.

Recommendations:

1. It is recommended that the program at Chapin Hall be continued; that it be expanded; and that the establishment of at least one additional such institution in another area of the state be further studied.

2. It is recommended that all policy and program of the institution Chapin Hall be the responsibility of the state board of trustees.

3. It is recommended that the Chapin Hall staff carry separate responsibilities from those of the St. Joseph Branch staff.

4. It is recommended that the staff of Chapin Hall include a trained director, a qualified caseworker, three housemothers, a cook, a secretary and a maintenance man.

5. It is recommended that the disciplinary method of the demerit system be eliminated.

6. It is recommended that the branches and the institution work closer together.

Public Relations

Findings:

1. The Michigan Children's Aid Society has need for better public

relations all through the organization. The public relations department of the central office needs to be expanded to offer services not only to the central office areas but also to the various branches.

Recommendations:

1. It is recommended that the program of public relations in the central office be increased in size in order to meet the public relations needs of the branches as well as the central office areas.

2. It is recommended that the state board of trustees and every branch board have a committee on public relations.

3. It is recommended that the public relations department be responsible for setting up a speakers' bureau.

Plans for Expansion

Findings:

1. The services of the Michigan Children's Aid Society cannot be expanded to meet the needs of Michigan unless the agency establishes additional branches and the regional offices.

2. In order to give adequate state-wide coverage there is need for sixteen branches of the agency, an addition of six over the present number.

Recommendations:

1. Each branch should be governed by a local board of trustees under the direction of the state board of directors with any national association serving the total agency through the central office. The

degree of local autonomy should vary, with permission of the state board of directors, according to the amount of local support and need.

2. In the event that present or future branches plan to merge with other agencies such as family service, consideration should be given to their continuing membership in the state organization.

3. The suggested plan for expansion calls for (1) an expansion of the present one-county branches to include at least two counties; and (2) the establishment of new branches and regional offices in the undeveloped areas of the state.

4. The suggested expansion should take place over a ten-year period and should in its entirety call for the addition of six executives, fourteen supervisors, an institution director, fifty caseworkers, a public relations person and thirty-four clerical workers and one housemother.

#### Finance

#### Findings:

1. The total organization of the Michigan Children's Aid Society in 1955 had an income of \$692,862.98 of which forty-five percent came from Community Chests, twelve percent from the Michigan United Fund, thirty-one percent from clients, six percent from direct gifts, two percent from foundations, and four percent from boards of supervisors. The total expenses for the Society were \$676,870.00 of which fifty percent was spent on direct services to children, forty-four percent on salaries, and six percent on business expenses.



2. The central office had an income in 1955 of \$213,442.65 and expenses of \$219,611.34.

3. This income is only slightly more than the 1951 income of \$218,195.09 and is below the minimum budget needed to maintain even the present standard.

4. The minimum budget on which the central office of this agency can exist is \$266,462.00, and that allows nothing for expansion.

5. The mean budget which is recommended for 1957 and which would allow the expansion of staff by four supervisors, ten caseworkers and six clerical workers is \$381,462.00.

6. The maximum budget, which compares to that of the Illinois Children's Home and Aid Society, would pay for the establishment of six additional branches, would more than double the present staff, and would put the Michigan Children's Aid Society in a position to offer an extensive casework program to every area of the state. The maximum budget would call for \$1,729,428.00. However, with the establishment of more branches it would be possible to have more local support.

Recommendations:

1. It is recommended that the central office of the Michigan Children's Aid Society secure the mean budget of \$381,462.00 for the year 1957 in order that the agency may be in a position to add minimum staff and to increase present salaries. The minimum budget for the total organization should be \$824,964.36.

### Implications for Further Research

Throughout the process of this study there were several areas where additional research would be of the utmost importance. Three of these areas of additional need for study that are a part of administration are:

1. A job description of all positions and proposed positions to determine the degree of training and supervision necessary to the job.
2. A state-wide cost study to determine the actual expenditure for any one service of the agency.
3. A study of possible ways of helping to finance the program such as (1) through the establishment of women's auxiliaries to help raise money on the local scene through suppers, fairs, sales, etc.; and (2) through fees, such as an adoptive fee.

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The ultimate success of any social welfare program, regardless of administrative structure, is dependent upon the professional staff employed to carry out its functions. The quality and efficiency of the work is equivalent to the total of skilled performance of its workers. This study has shown that without trained and competent personnel there is poor diagnosis, too rigid interpretation of the agency policy, and unresourcefulness in treatment. Even a trained person can be a block to a successful program if he has too large a geographical area or inept supervision. The true effectiveness of a social welfare agency like the Michigan Children's

Aid Society lies in a combination of sound administration, competent staff, informed public, and adequate financial resources, all working together for the best interests of the child in need.

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APPENDIX A

MICHIGAN CHILDREN'S AID SOCIETY  
STUDY COMMITTEE MEMBERS

MICHIGAN CHILDREN'S AID SOCIETY  
STUDY COMMITTEE MEMBERS

General Committee

Chairman, Rev. Dr. Herbert Hudnut, representing the United Torch Fund of Detroit.

Assistant Chairman, Mrs. Ben Beyer of Grosse Pointe Shores, lay person and member of agency boards in Detroit.

Secretary, Miss Teresa Farrell, Assistant Director of the Michigan Welfare League and member of the Commission on Social Welfare.

Mr. Dwight Adams, Director of the Pontiac Community Chest, representing the Michigan Community Chests and Councils Association; Mr. Harry Beukelman, Grand Rapids, representing private agencies; Rev. Donald Curzon, Ludington; Mrs. A. J. Crouner, Lansing, Assistant Public Relations Director of the Michigan United Fund; Mrs. Harold Frier, Cadillac, board member of the Traverse City Branch of the Michigan Children's Aid Society; Mr. Ray Garrett, Lansing, representing labor; Mrs. Philip A. Hart, Lansing, representing the Governor; Mrs. Benjamin Marcus, Muskegon, representing a county not in the Michigan United Fund; Hon. Frederick T. Miles, Grand Haven, representing the Probate Judge Association; Mr. John D. Morrison, Marquette, board member of the Marquette Branch of the Michigan Children's Aid Society; Mr. Glen Munsell, Alma, representing farm groups; Dr. Paul Rankin, Assistant Superintendent of Schools of Detroit, representing education; Mr. J. Ray Richardson, Consumers Power Company, Traverse City, representing business; Mrs. Dorothy Rozan, Lansing; Mrs. Hugh Randolph, Mackinac Island,



representing the Upper Peninsula; Mrs. Mary Sharp, East Lansing, liaison representative of the Michigan Children's Aid Society boards; and Attorney Donald S. Slawson, Grand Rapids.

#### Ex-Officio Members

Mr. Robert Barstow, Detroit, General Secretary of the Michigan Children's Aid Society; Mr. Maurice P. Beck, Lansing, Michigan United Fund; Dr. Walter F. Johnson, Michigan State University; Mr. Floyd McCartney, Lansing, Michigan United Fund; and Mr. Earl Prosser, Executive Director, Michigan United Fund, Lansing.

#### Consultants to the General Committee

Miss Ruth Bowen, Supervisor of Children's Services, State Department of Social Welfare, Lansing; Mr. Manfred Lilliefors, Research and Statistics, Children's Division, State Department of Social Welfare, Lansing; and Miss Helen E. McCrae, Secretary for Family and Child Welfare Federation, United Community Services, Detroit.

#### Research Consultant

Mr. Earl Beatt, Director of Surveys, Child Welfare League of America, New York.

#### Sub-Committees of the General Committee

(1) Technical Committee: Chairman, Mr. Manfred Lilliefors.  
Miss Doris Durbury, statistician, Michigan Department of Health, Lansing;

Mr. Peretz Katz, Executive Director, Community Services Council, Lansing; and Mr. Roger Lind, Assistant Director of Welfare, State Department of Social Welfare, Lansing.

(2) Financial Committee: Chairman, Dr. Paul Rankin.

Mr. Maurice Beck; Mrs. Ben Beyer; and Rev. Herbert Hudnut.

(3) Quota Committee (for the Michigan United Fund): Chairman, Mrs. A. J. Crowner. Mr. Dwight Adams; Mr. Maurice Beck; and Mr. Glen Munsell.

#### Committee of Michigan Children's Aid Society Board Members

Chairman, Mr. Dexter Ferry, Grosse Pointe, state board of trustees. Mrs. Maxwell Bardeen, Kalamazoo, state board and Kalamazoo Branch board; Mr. W. S. Butterfield, Jackson, state board of trustees; Miss Vivian Ingram, Flint, state board of trustees and Flint Branch board; Mr. George Parker, Detroit, state board of trustees; Mrs. Mary Sharp, East Lansing, Lansing Branch board; and Mr. Renville Wheat, Detroit, state board of trustees.

## APPENDIX B

### SCHEDULES USED IN THE STUDY

## MICHIGAN CHILDREN'S AID SOCIETY STUDY

## SCHEDULE I - GENERAL SCHEDULE

Name of Branch: \_\_\_\_\_

Address: \_\_\_\_\_

A. Purpose and Services: (Add extra sheet if necessary)

1. State the purpose as contained in the agency's constitution and/or by-laws. Give the date when this purpose was drafted.
2. Give brief history of agency or branch.
3. If present purpose is different from (1), give it here. When was this purpose formulated?
4. List the child care services offered by this agency.
5. Describe type of children eligible for services in terms of:  
Age, sex, racial, religious or other special groups, kinds of problems presented by children that can be accepted.

B. Board:

1. What is the governing board called? \_\_\_\_\_
2. What is the size of the board as provided in the constitution or by-laws? \_\_\_\_\_ members
3. Are there any vacancies on the board? Yes \_\_\_\_\_ No \_\_\_\_\_  
If yes, give the number of vacancies. \_\_\_\_\_
4. How many board members are there according to sex?  
Male \_\_\_\_\_ Female \_\_\_\_\_

## Schedule I - page 2

5. How are board members selected:

a. If nominating committee prepares slate

(1) How is the nominating committee selected?

(2) Is more than one candidate proposed for each position?

Yes \_\_\_\_\_ No \_\_\_\_\_

6. Are there any qualifications such as age, sex, occupation, etc.  
for membership on the board? Yes \_\_\_\_\_ No \_\_\_\_\_ (If yes, describe.)

7. Are board members selected for a definite period of time?

Yes \_\_\_\_\_ No \_\_\_\_\_ If yes, for how long? \_\_\_\_\_

8. Is there any limitation on the number of successive terms board  
members may serve? Yes \_\_\_\_\_ No \_\_\_\_\_ If yes, how many terms? \_\_\_\_\_

9. How many years have the present board members served continuously  
on the board?

(How many members are in each of the following brackets?)

\_\_\_\_\_ Less than 1 year \_\_\_\_\_ 6 years but less than 9

\_\_\_\_\_ 1 year but less than 2 \_\_\_\_\_ 9 years but less than 12

\_\_\_\_\_ 2 years but less than 3 \_\_\_\_\_ 12 years but less than 15

\_\_\_\_\_ 3 years but less than 6 \_\_\_\_\_ 15 years or more

10. How many of the board members are: White? \_\_\_\_\_ Negro? \_\_\_\_\_  
Other? \_\_\_\_\_

11. How many of the board members are: Catholic? \_\_\_\_\_ Jewish? \_\_\_\_\_  
Protestant? \_\_\_\_\_

12. How many board members are: Under 30 years of age? \_\_\_\_\_ 30 years  
but less than 45 years? \_\_\_\_\_ 45 years but less than 59 years? \_\_\_\_\_  
60 years and over? \_\_\_\_\_

## Schedule I - page 3

13. How many of the women board members are: Employed \_\_\_\_\_  
Housewives \_\_\_\_\_ Other (specify) \_\_\_\_\_
14. How many board members are in each of the following occupational groups?
- a. Attorneys \_\_\_\_\_
  - b. Bankers \_\_\_\_\_
  - c. Businessmen \_\_\_\_\_
  - d. Clergymen \_\_\_\_\_
  - e. Doctors \_\_\_\_\_
  - f. Educators \_\_\_\_\_
  - g. Representatives of organized labor \_\_\_\_\_
  - h. Salaried workers \_\_\_\_\_ (specify)
  - i. Other (specify) \_\_\_\_\_
15. Is there any constitutional provision as to the minimum number of board meetings to be held during the year? Yes \_\_\_\_\_ No \_\_\_\_\_  
If yes, how many? \_\_\_\_\_
16. How many board meetings were held during 1954?
17. What was the average number of board members attending meetings of the board during the last 12 months? \_\_\_\_\_
18. How many board members did not attend any meetings during the last 12 months? \_\_\_\_\_
19. Does the executive attend board meetings? Yes \_\_\_\_\_ No \_\_\_\_\_
20. Do staff members other than the executive attend board meetings?  
Yes \_\_\_\_\_ No \_\_\_\_\_

## Schedule I - page 4

21. Are officers elected for a definite period of time? Yes \_\_\_\_\_ No \_\_\_\_\_
22. Is there a limit to the number of times officers may be re-elected?  
Yes \_\_\_\_\_ No \_\_\_\_\_ If yes, what is the limit? \_\_\_\_\_
23. List the committees of the board and indicate the purpose of each:
- | <u>Name of Committee</u> | <u>Purpose</u> | <u>No. Members</u> | <u>No. 1954 Meetings</u> |
|--------------------------|----------------|--------------------|--------------------------|
|                          |                |                    |                          |
24. Does your agency have a membership? Yes \_\_\_\_\_ No \_\_\_\_\_
- a. If yes, how large is the membership? \_\_\_\_\_
- b. How is the membership selected? \_\_\_\_\_
- c. How is membership represented on the Board of Directors? \_\_\_\_\_
25. What method do you use for the orientation of new board members?
26. How many of your present board members have visited your agency office?
27. Does your agency have any kind of a board manual? Yes \_\_\_\_\_ No \_\_\_\_\_  
If yes, did board members participate in the writing? Yes \_\_\_\_\_ No \_\_\_\_\_
28. As an individual what do you understand is the role of a board member?

C. Staff:

1. Are there any established job qualifications, either written or unwritten? Yes \_\_\_\_\_ No \_\_\_\_\_ If yes, describe these or attach a sheet.
2. Are there written job descriptions? Yes \_\_\_\_\_ No \_\_\_\_\_ If yes, attach a copy.
3. List the staff positions, including clerical and maintenance, provided for in the budget and indicate salary for each position and

## Schedule I - Page 5

the salary range if one has been established. Check maintenance items where applicable and number of hours on duty per week.

<u>Position</u>	<u>Annual Salary</u>	<u>Maintenance</u>	<u>No. Hrs. on Duty</u>
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4. List any of the above positions in which vacancies exist.
5. Give the reasons for these vacancies.
6. Does the agency have written personnel practices? Yes \_\_\_\_\_ No \_\_\_\_\_  
If yes, please attach a copy. If no, describe existing practices regarding sick leave, vacation, terms of employment, etc.
7. Are physical examinations required on employees prior to employment?  
Yes \_\_\_\_\_ No \_\_\_\_\_
8. Are there communications with references prior to employment?  
Yes \_\_\_\_\_ No \_\_\_\_\_
9. Are records kept on staff members? Yes \_\_\_\_\_ No \_\_\_\_\_
10. If you have a supervisor, how many workers does she supervise? \_\_\_\_\_  
Does she carry a caseload? Yes \_\_\_\_\_ No \_\_\_\_\_ If yes, how large a caseload? \_\_\_\_\_ What kinds of cases?
11. How is the intake handled by your agency?
12. Do you have a Home Finder? Yes \_\_\_\_\_ No \_\_\_\_\_
13. Do you have an Adoptive Worker? Yes \_\_\_\_\_ No \_\_\_\_\_
14. What is the average caseload in your agency? \_\_\_\_\_
15. How often do you have staff meetings? \_\_\_\_\_
16. Who plans and directs the staff meetings?
17. What provision is made by your agency for "on the job" professional training?



## Schedule I - page 6

18. How many members of your staff are taking academical work toward some degree? \_\_\_\_\_ What degree? \_\_\_\_\_ Where? \_\_\_\_\_  
Is any part of this on agency time? Yes \_\_\_\_\_ No \_\_\_\_\_ If yes, how much? \_\_\_\_\_
19. Is your agency a training center for students? Yes \_\_\_\_\_ No \_\_\_\_\_  
Are these undergraduate students? \_\_\_\_\_ Or graduate students? \_\_\_\_\_  
For what school?
20. Has your board ever considered a work-study plan or a stipend in order to encourage present staff or future staff members to receive professional training? Yes \_\_\_\_\_ No \_\_\_\_\_ If yes, explain.
21. How many members of your staff are or would be eligible to be members of A.A.S.W.? \_\_\_\_\_
22. Approximately how many conferences a year does your staff attend?  
Which conferences would these be?  
Does the full staff attend? Yes \_\_\_\_\_ No \_\_\_\_\_ After a conference what effort is made to share and evaluate the experience?
23. Is there any interchange of articles or books to keep the staff aware of the most recent methods of child welfare? Yes \_\_\_\_\_ No \_\_\_\_\_  
If yes, explain.
24. How are new staff members orientated to the work?
25. Are you finding it difficult to attract staff because of low salary? Yes \_\_\_\_\_ No \_\_\_\_\_ Is there any other reason for difficulty in attracting staff?
26. What are your future hopes for staff including number and training?

Schedule I - page 7

D. Main Office - Detroit: (Title changed to "central office" in 1955)

1. What services do you receive from the Main Office?
2. What improvements in services or what additional services do you feel should be offered by the Main Office?
3. Do you feel there should be a closer working relationship between the Branches and the Main Office? Yes \_\_\_\_\_ No \_\_\_\_\_ Between the different Branches? Yes \_\_\_\_\_ No \_\_\_\_\_  
If yes to either or both of the above, how might this be accomplished?
4. Have you felt that the State committees on adoption, on foster care, etc., have been of value to you? Yes \_\_\_\_\_ No \_\_\_\_\_ If yes, in what way?
5. If you feel committees are helpful, what additional committees would you like to see organized?
6. How often do you feel there should be a general state-wide conference of M.C.A.S. personnel such as the Annual Meeting? \_\_\_\_\_
  - a. Where should such conferences be held?
  - b. What sort of program should these conferences have?
7. Do you feel there should be more over-all standardization of M.C.A.S. policy? Yes \_\_\_\_\_ No \_\_\_\_\_ If yes, in what way?
8. Do you feel that definition of state-wide policy is a responsibility only of the Main Office \_\_\_\_\_ or a shared responsibility of Main Office and Branches \_\_\_\_\_. Explain.

Schedule I - page 8

E. Other Agencies:

1. How many children have you had committed to M.C.I. in the past year? \_\_\_\_\_ For the most part what were the ages of these children? \_\_\_\_\_
2. Outside of adoptions and unmarried mothers, how much work does your agency do with the Probate Court?
3. With what agency or agencies in your community does your branch have the best working relationship?
4. With which ones do you have the least relationship?  
Why is this true?
5. How acquainted do you think your Community Chest director (or Community Chest directors) is with the program of M.C.A.S.?  
With your local branch?  
With the State program?
6. Does your community have a Child Guidance Clinic? Yes \_\_\_\_\_ No \_\_\_\_\_  
A Family Service Agency? Yes \_\_\_\_\_ No \_\_\_\_\_  
Psychological Service? Yes \_\_\_\_\_ No \_\_\_\_\_  
What is your working relationship with the above?
7. How does your agency keep in touch with other agencies for the discussion of cases, of policy matters of mutual concern? Enclose a copy of any formal inter-agency agreements. Describe any informal agency agreements.
8. Describe the use of other community facilities.

## Schedule I - page 9

F. Public Relations:

1. Which of the following public relations devices has your agency used in the past year?

☐ Radio                      ☐ Newspapers                      ☐ Joint staff meetings  
☐ Speeches                      ☐ Television                      ☐ Printed materials  
☐ Movies                      ☐ Other (specify) \_\_\_\_\_

2. If members of your staff have made speeches, what sort of groups have they appeared before?

☐ Child Study clubs                      ☐ College groups  
☐ Church groups                      ☐ Service clubs  
☐ P.T.A.                      ☐ Others (specify) \_\_\_\_\_

3. Who on your staff has made the public appearances for the agency?

☐ Executive                      ☐ Public relations person  
☐ Supervisor                      ☐ Board member  
☐ Caseworker                      ☐ Volunteer

G. Community Projects:

1. In what community affairs do you or your staff members take an active part? Explain in detail.

H. Office and Equipment:

1. Are your present quarters adequate to meet the needs of your agency? Yes \_\_\_\_\_ No \_\_\_\_\_
2. Do they provide a comfortable working atmosphere? Yes \_\_\_\_\_ No \_\_\_\_\_

## Schedule I - page 10

3. Is there privacy for interviews? Yes \_\_\_\_\_ No \_\_\_\_\_
4. Does each worker have his or her own office? Yes \_\_\_\_\_ No \_\_\_\_\_  
If so, how is office space arranged?
5. Is there ample dictating equipment? Yes \_\_\_\_\_ No \_\_\_\_\_ How many machines? \_\_\_\_\_ Used by how many people? \_\_\_\_\_ How is this equipment scheduled for the maximum amount of use?  
What is the type of dictating equipment? \_\_\_\_\_  
Is any of it in need of repair? \_\_\_\_\_
6. Do you have enough clerical staff that transcriptions can be made quickly? Yes \_\_\_\_\_ No \_\_\_\_\_ If no, please explain.
7. Describe the method of running your business office. Who is in charge of the bookkeeping? Do you understand the workings of the business office so that you could train a new person so he could take over in case of vacations or sudden illness? Yes \_\_\_\_\_ No \_\_\_\_\_ How is the budget prepared and by whom?
8. What improvements would you suggest in the physical plant for your office?
9. (For person making study) Is there a playroom for children? Yes \_\_\_\_\_ No \_\_\_\_\_ A corner with some toys? Yes \_\_\_\_\_ No \_\_\_\_\_ Does the waiting room spell "Welcome" to the client? Yes \_\_\_\_\_ No \_\_\_\_\_  
If no, give details.
10. Does the staff use own cars? Yes \_\_\_\_\_ No \_\_\_\_\_ Agency cars? Yes \_\_\_\_\_ No \_\_\_\_\_ If own cars, what mileage rate is paid? \_\_\_\_\_

## Schedule I - page 11

How are the cars insured?

If agency cars, how old are they?

In what condition are they?

How often, or at what mileage, are they replaced?

I. Finances:

1. Fill out Schedule covering financial data for the latest fiscal year.
2. What is the process by which the budget is made and approved?
3. Is the budget sufficient for carrying out the agency's function?  
Yes \_\_\_\_\_ No \_\_\_\_\_
4. If not, what budget do you need and for what purposes?
5. How much reimbursement was there for board last year?

\_\_\_\_\_ From parents?

\_\_\_\_\_ From courts?

\_\_\_\_\_ From the Main Office?

\_\_\_\_\_ From other Branches?

Prepare the above over a five-year period, starting with 1950.

J. Service Statistics:

Adoption:

1. How many children did your agency place for adoption in the past year? \_\_\_\_\_
2. How many applications to adopt did your agency have in that same period? \_\_\_\_\_
3. How long a waiting list of adoptive applicants does your agency have at the present time? \_\_\_\_\_ Date today \_\_\_\_\_

## Schedule I - page 12

4. On an average, about how long does it take from the date of application before the actual study is started?
5. Do you think there would be any way this time span could be shortened?
6. About how long does it take for the actual adoptive study?
7. Does one worker complete the whole study? Yes \_\_\_\_\_ No \_\_\_\_\_  
If no, how is this responsibility divided?
8. What is the average age of the child placed for adoption in your branch? \_\_\_\_\_
9. How often is the adoptive home visited during the year of supervision after placement? \_\_\_\_\_
10. As far as you know, has your branch ever removed a child from the adoptive parents during the period of supervision? Yes \_\_\_\_\_ No \_\_\_\_\_  
If so, when? \_\_\_\_\_ Why? \_\_\_\_\_
11. How do you feel the adoptive program as offered by your agency could be improved?
12. Do you feel any part of the state-wide adoptive program could be improved either on the part of the Main Office or other Branches?
13. How many children is your agency supervising in adoptive homes at this time? \_\_\_\_\_

Boarding Care Program:

1. What is the number of children living in your Branch boarding homes today? \_\_\_\_\_ Date today \_\_\_\_\_

## Schedule I - page 13

2. How many were admitted during 1954? \_\_\_\_\_
3. How many were discharged during 1954? \_\_\_\_\_
4. How many boarding home studies were completed in the past year?
5. At the present time are you in need of any additional boarding homes? Yes \_\_\_\_\_ No \_\_\_\_\_ If yes, homes that can care for what kinds of children?
- \_\_\_\_\_ Emotionally-disturbed \_\_\_\_\_ Older boys
- \_\_\_\_\_ Physically-handicapped \_\_\_\_\_ Older girls
- \_\_\_\_\_ Other (specify) \_\_\_\_\_
6. What is the boarding rate paid your boarding parents?
- \_\_\_\_\_ \$7.00 weekly \_\_\_\_\_ \$10.00 weekly \_\_\_\_\_ Other
- \_\_\_\_\_ \$9.00 weekly \_\_\_\_\_ \$12.00 weekly (Specify) \_\_\_\_\_
- What all is included in the boarding parents' checks?
- \_\_\_\_\_ Board \_\_\_\_\_ School supplies
- \_\_\_\_\_ Clothing \_\_\_\_\_ Other (specify)
- \_\_\_\_\_ Child's allowance \_\_\_\_\_
- \_\_\_\_\_ Medical \_\_\_\_\_
7. On an average, how often are supervisory visits made to the boarding homes? Weekly \_\_\_\_\_ 2 Weeks \_\_\_\_\_ Monthly \_\_\_\_\_
- 2 Months \_\_\_\_\_ Other (specify) \_\_\_\_\_
8. What is involved in a supervisory visit?
9. Does the caseworker interview the child outside of the boarding home as to his or her adjustment in the boarding home? Yes \_\_\_\_\_
- No \_\_\_\_\_ If varies, specify.



Schedule I - page 14

10. How many boarding homes have you closed in the past year? \_\_\_\_\_  
What are the reasons for closing these homes?
11. What sort of a visitation program do you have for the natural parent? Twice weekly \_\_\_\_\_ Weekly \_\_\_\_\_ Other (specify) \_\_\_\_\_
12. Do the boarding parents have any opportunity to take part in the formation of agency policy? Yes \_\_\_\_\_ No \_\_\_\_\_ If yes, please explain.
13. Are there any group meetings for the boarding parents? Yes \_\_\_\_\_  
No \_\_\_\_\_ Annual dinners? Yes \_\_\_\_\_ No \_\_\_\_\_ Teas? Yes \_\_\_\_\_ No \_\_\_\_\_  
Picnics? Yes \_\_\_\_\_ No \_\_\_\_\_ Other (specify) \_\_\_\_\_  
Of what value have you found this type of group participation?
14. How much work and what type of work is done with the natural parent?  
\_\_\_\_\_ Casework service \_\_\_\_\_ Refer to other agency  
\_\_\_\_\_ Refer to Family agency \_\_\_\_\_ Other (specify)
15. Are any of the following factors responsible for limiting the number of children you can serve?  
\_\_\_\_\_ Demand for service \_\_\_\_\_ Agency policy  
\_\_\_\_\_ Insufficient staff \_\_\_\_\_ Capacity \_\_\_\_\_ lack of boarding homes  
\_\_\_\_\_ Inadequate budget \_\_\_\_\_ Other (specify)  
Where items are checked, describe reasons in more detail.
16. What is the number of children on the waiting list who cannot be accepted for boarding care because of insufficient staff or other resources or reasons? \_\_\_\_\_

## Schedule I - page 15

17. Specify number of children receiving service at this time from this agency:

- a.  In home of child's parents
- b.  In home of relatives.
- c.  In agency's foster home
  - (1)  Adoptive home
  - (2)  Free home
  - (3)  Boarding home
  - (4)  Work or wage home
- d.  Elsewhere (specify)
  - (1)  Main Office
  - (2)  Other Branch
  - (3)  Chapin Hall
  - (4)  Etc.
- e.  In foster home of another agency
- f.  In institution of another agency
- g.  In home of parents or other relatives but receiving service primarily from another agency
- h. Elsewhere (specify)

Unmarried  
Mothers

Adoptive  
Children

Boarding  
Children

Total:

Schedule I - page 16

Service to Unmarried Mother:

1. What maternity home or homes does your Branch use?  
 Florence Crittenton, Detroit \_\_\_\_\_ Jackson \_\_\_\_\_  
 Evangeline Home, Grand Rapids \_\_\_\_\_ Herman Kiefer Hospital \_\_\_\_\_  
 House of Providence \_\_\_\_\_ Booth Memorial \_\_\_\_\_ Women's Hospital \_\_\_\_\_  
 Local Hospitals \_\_\_\_\_ Other (specify) \_\_\_\_\_
2. Does your Branch have any way of helping the unmarried mother finance her medical expenses if she needs help? Yes \_\_\_\_\_ No \_\_\_\_\_  
 If yes, explain.
3. During the time the girl is in the maternity home, how is case-work continued with her?
4. Do you feel that this is a satisfactory plan? Yes \_\_\_\_\_ No \_\_\_\_\_  
 If no, explain.
5. How many unmarried mothers are in your present agency caseload?  
 \_\_\_\_\_ How many of these girls have already delivered their babies?  
 \_\_\_\_\_
6. Do certain workers on your staff work primarily with unmarried mother cases or are these cases generally divided among the total staff? One worker \_\_\_\_\_ Certain workers \_\_\_\_\_ All workers \_\_\_\_\_
7. Does your agency have a definite waiting period after the birth of the baby before the release is taken? Yes \_\_\_\_\_ No \_\_\_\_\_ If no, how long is this period of time?
8. Do you have any girls who would like to sign the release immediately after the birth of their babies? Yes \_\_\_\_\_ No \_\_\_\_\_

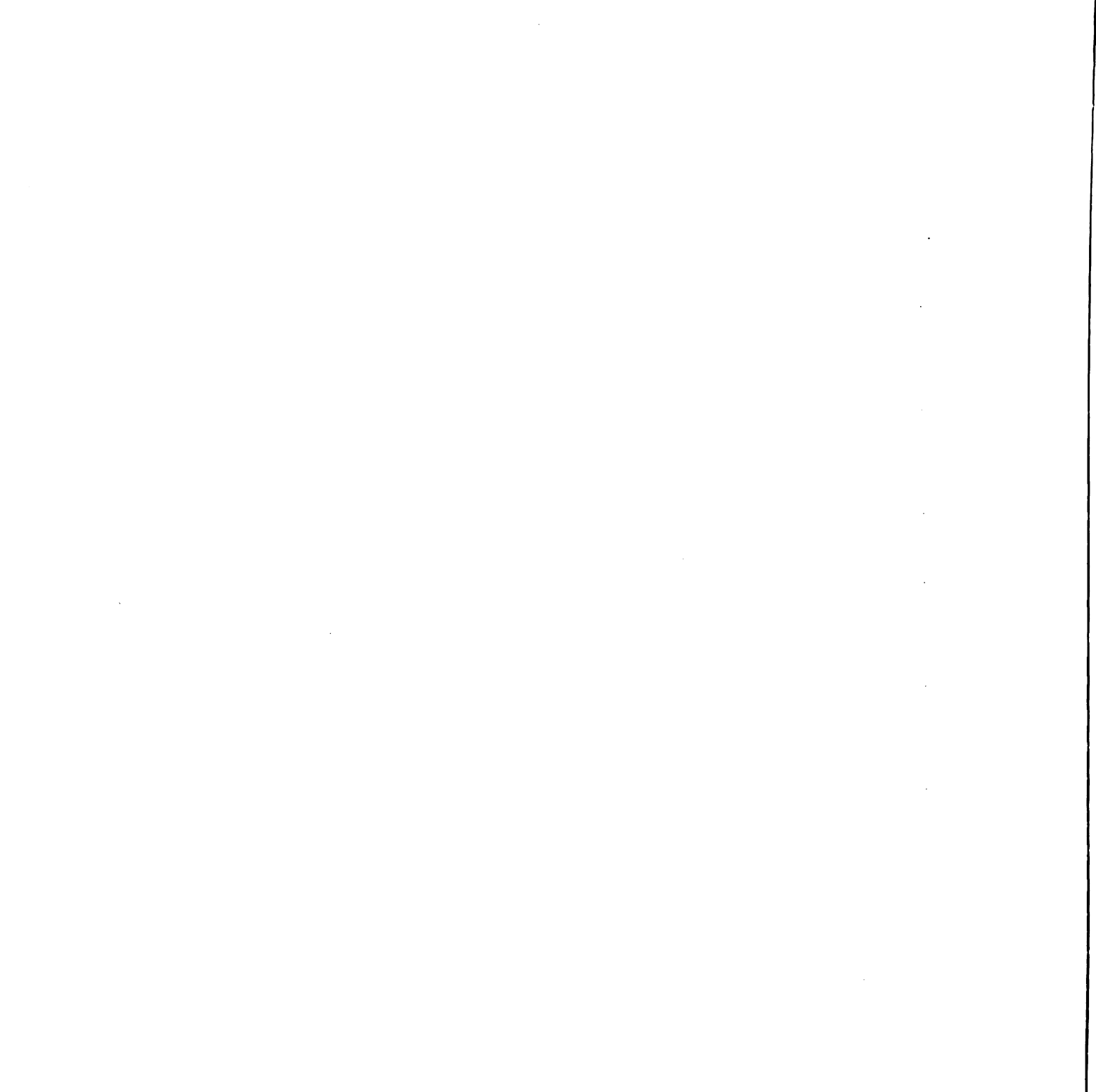
## Schedule I - page 17

What is your thinking concerning the early release?

9. Who pays for the boarding care of the baby prior to the signing of the release?
10. If the unmarried mother has no money does your agency have any provision for free care for her baby? Yes \_\_\_\_\_ No \_\_\_\_\_ If yes, for how long a period can free care be given? \_\_\_\_\_
11. Would you consider the financial aspect one of the major problems in working with the unmarried mothers who come to your agency?  
Yes \_\_\_\_\_ No \_\_\_\_\_
12. How much follow-up work is done after the release of the baby or after the girl returns home with her baby?
13. Do you feel that the follow-up service should be offered by a Family Service Agency? Yes \_\_\_\_\_ No \_\_\_\_\_ Or should the girl continue to see the worker who knows her? Yes \_\_\_\_\_ No \_\_\_\_\_
14. Do you find that there is hesitation on the part of the unmarried mother to continue to work with any agency after the birth of her child? Yes \_\_\_\_\_ No \_\_\_\_\_ Explain.
15. Have you used free homes or wage homes for expectant unmarried mothers? Yes \_\_\_\_\_ No \_\_\_\_\_ If yes, how did this plan work?
16. What improvement do you feel could be made in the service offered to the unmarried mother?

Institutional Care:

1. How many girls has your Branch had in Chapin Hall in the past year?



## Schedule I - page 13

2. Evaluate the present service of Chapin Hall in some detail.
3. If the facilities at Chapin Hall were larger could you make more use of this institution? Yes \_\_\_\_\_ No \_\_\_\_\_
4. What is your definition of the service offered by Chapin Hall?
5. What other institutions for children or for adolescents has your Branch used in the past year?

Protective Care:

1. How many children (not adoptions) is your agency supervising in their own homes? \_\_\_\_\_ In the homes of relatives? \_\_\_\_\_
2. Are you asked to "investigate" complaints of neglect? Yes \_\_\_\_\_  
No \_\_\_\_\_ If so, by whom?
3. What protective services, if any, does your Branch give?
4. What are the needs for protective care in your area of the state?

## MICHIGAN CHILDREN'S AID SOCIETY STUDY

SCHEDULE II - BOARD MEMBERS

Personal:

1. Your occupation if a man or an employed woman \_\_\_\_\_  
Your husband's occupation if a married woman \_\_\_\_\_
2. Your religion: Catholic \_\_\_\_; Jewish \_\_\_\_; Protestant \_\_\_\_.
3. Your age range:  
\_\_\_\_ Under 30 years                      \_\_\_\_ 45 years but less than 59  
\_\_\_\_ 30 years but less than 45 years    \_\_\_\_ 60 years and over
4. When were you elected to the Board of the Michigan Children's Aid Society?  
(a) For how long a period of time?  
(b) When does your term of Board membership expire?

Board Function:

5. If a friend asked you to define "the role of a Board member in a social agency," what would your answer be?
6. Does the role of the Branch Board member of N.C.A.S. differ from the role of the State Board member?  
How?
7. On what Board committees do you serve?
  - (a) How many committee meetings have you attended in the past year?
  - (b) Have you been satisfied with the interest and the action taken by your committee?
8. Are you ever called upon to interpret the functions of the agency?
  - (a) Would you be willing to do public relations work or more active interpretation for the agency if you were asked?
9. Do you feel that your Board is representative of the area serviced by the agency?  
In what way?

Agency Organization:

10. How is the Michigan Children's Aid Society organized on a state-wide basis?

## Schedule II - page 2

11. For what area of the state is your Branch of office responsible?

Agency Service:

12. If you were asked by a friend, "What is the function of the Michigan Children's Aid Society?", how would you answer?

13. What is the largest part of the program of the agency?

14. What does the agency mean by "state-wide adoptive service"?

(a) What are the advantages, if any, of such a program?

15. What is involved in the boarding care service offered by your agency?

16. What services are offered to the unmarried mother by your agency?

17. What part of the agency program do you consider the most important? Why?

The Office:

18. Have you visited your local Branch office or the Main Office in Detroit?      Yes      No      Branch  
                                  Yes      No      Main Office

(a) If so, did you feel the quarters were adequate to meet the needs of the agency?

(b) Does the office present a comfortable working atmosphere?

(c) Does each worker have her or his own office?

(d) Is there privacy for client interviews?

(e) Is the office equipment in adequate condition?

Staff:

19. Have you met staff members other than the Executive?

(a) If so, about what percent of the total staff?



## Schedule II - page 3

20. Do you know the salary paid the individual staff members?
- (a) If so, is it adequate for their training and experience and does it compare with the salary paid by other social agencies?
21. Does the agency have adequate staff?
- (a) Are staff members well-trained?
- (b) If not, is any provision made for them to obtain training?

Volume and Quality of Work:

22. Do you know the volume of work done by the agency?
23. Can you evaluate the quality of work done by the agency?
- (a) On what do you base your answer to the above?

Finances:

24. Do you understand the agency budget?
25. What is your understanding as to how the agency is financed? The State-wide organization?
- The local Branches?
26. Do you feel the present plan of financing is adequate?

Comments:

27. How do you feel the Michigan Children's Aid Society could be improved to better service the children of Michigan?

## MICHIGAN CHILDREN'S AID SOCIETY STUDY

## SCHEDULE III - QUESTIONNAIRE ON STAFF

(To be filled out on each staff member working  
with children by the executive or supervisor)

1. Name of Staff Member
2. Marital Status
3. No. of Own Children
4. Began Employment with Agency
5. Position
6. To Whom is Employee Directly Responsible?
7. Cash Salary
8. Value of Maintenance, Meals, etc.  
Provided in Addition
9. Describe as accurately as possible the functions of this employee.  
(Give exact information including caseload and kinds of cases.)
10. Educational background of employees. (Indicate what were the em-  
ployee's high school, college, and major educational experiences,  
with dates.
11. Work experience: What work experience did employee have prior to  
present employment? (Start with the employment immediately prior  
to the present one and go back.)
12. Give a short description of the personality of the employee.
13. Give a short description of promotions and changes in assignments,  
with reasons.
14. Give a short evaluation of this employee's functioning at the present  
time.

Name and Position of person who filled in questionnaire.

\_\_\_\_\_  
\_\_\_\_\_

## MICHIGAN CHILDREN'S AID SOCIETY STUDY

## SCHEDULE IV - PERSONNEL QUESTIONNAIRE

(To be filled out by each staff member)

This information is completely confidential, and is available only to the survey staff. Please insert in sealed envelope and mark "CONFIDENTIAL."

1. Name of staff member
2. Age
3. Position
4. Date of Employment
5. Education
6. Experience with children
7. What made you decide to come to this agency?
8. What do you think is the outstanding feature of this agency's program?
9. What do you think is the most difficult aspect of your work?
10. Which part of your work do you like best?
11. Which part of your work do you like least?
12. To whom on the staff are you directly responsible?
13. To whom do you report any important observations on the children?
14. Who gives you most help with your work?  
In what way?

## Schedule IV - page 2

15. What single experience in your life was most important to you in terms of your work with children?
16. What kind of supervision do you receive and from whom?
17. How often do you have supervisory conferences?
18. What in-service training do you get and from whom?
19. What do you think causes the children's problems?
20. In what way does this agency help the children with these problems?
21. How large a caseload do you have at present?
22. Of what kind of cases does your caseload consist? How many out of the total in number 21?

Adoption studies	_____	Boarding Children	_____
Adoption Supervision	_____	Natural Parents	_____
Boarding Home Studies	_____	Children in Own Homes	_____
Boarding Home Super- vision	_____	Children in Homes of Relatives	_____
Boarding Home Re- Evaluations	_____	Girls at Chapin Hall	_____
Unmarried Mothers	_____	Other?	_____

23. How many home calls did you make in the past month?

Adoptive	_____	Boarding	_____	Other	_____
----------	-------	----------	-------	-------	-------

24. Is your dictation current?
25. (a) At the time of hiring, how long did you expect to stay at this agency?  
(b) How long do you expect to stay now?

## Schedule IV - Page 3

26. Are you satisfied with your salary and your working conditions?
27. What changes would you suggest in your present work and working conditions or personnel practices?
28. What general changes would you suggest in the program at this agency?

## MICHIGAN CHILDREN'S AID SOCIETY STUDY

## SCHEDULE V - CASEWORKERS

BOARDING CASE:

1. How much work do you do with the natural parents:
  - (a) Prior to placement of the child?
  - (b) During the time the child is in the boarding home?
  - (c) At the time the child goes out of care?
  - (d) After the child has returned to the parent and/or parents?
2. What screening methods do you use in the selection of boarding parents?
3. What is involved in the home study of a boarding home?
4. Must the boarding parents have a physical examination or do you accept a statement from their family doctor?
5. Does the child have a physical examination prior to coming under care?
6. Do you telephone to the boarding parent references or do you see them in person?
7. How much information do you give to the boarding parents regarding a child's problem and background prior to placement?
8. How many of your boarding parents have a special license to board more than four children?
9. Do you have any boarding parents where their religious faith is different from the boarding child's own family?
10. How do you handle a situation where the boarding parents resent having the natural parents visit?
11. Do you have any boarding homes where there is not both a father and a mother?        No        Yes  
If so, will you please give details.
12. How do you manage to see the boarding father if he works during the day?

## Schedule V - page 2

13. Do you use any wage homes? ☐ No ☐ Yes  
If so, what has been your experience concerning these homes?
14. Do you use any free homes? ☐ No ☐ Yes  
If so, what has been your experience concerning these homes?
15. What do you usually cover in your supervisory visits to the boarding home?
16. How often do you visit the boarding homes in your caseload? ☐ weekly  
☐ every 2 weeks ☐ once a month ☐ less than once a month  
☐ other \_\_\_\_\_
17. What is involved in the re-evaluation of a boarding home?
18. Have you ever closed a boarding home? ☐ No ☐ Yes  
If so, for what reasons?
19. What work do you do with the older boarding child:
- (a) Prior to placement?
  - (b) During the time the child is in the boarding home?
  - (c) At the time he goes out of care?
  - (d) After he returns to his own home?
20. Describe the medical program of your agency.

ADOPTION:

21. What criteria do you use for selecting adoptive parents?
22. What are the age limits for adopting a baby in your agency?
23. What if a prospective adoptive family has a child or children of their own?
24. What if you find that a prospective adoptive family has another application in with another agency or agencies?
25. What if one or both prospective adoptive parents have been divorced?
26. What if the prospective adoptive parents have one or more children through previous adoption?

## Schedule V - page 3

27. What all is involved in the home study of prospective adoptive parents?
28. Do you see the adoptive references in person? ☐ Yes ☐ No
29. How do you handle the rejection of a prospective adoptive parent?
30. How do you make the decision as to whether a couple is approved for the adoption or is rejected?
31. Do you go with the prospective adoptive parents to see the baby?
32. Do you do the supervision of the baby in the adoptive home?  
☐ No ☐ Yes If not, how is this handled?  
Why is it handled this way?
33. If you have placed older children for adoption, what has been different about that supervision?

UNMARRIED MOTHERS:

34. What sort of things do you cover in the intake or first interviews with the unmarried mother?
35. What other agencies in the community do you use in working with the unmarried mother?
36. If an unmarried mother indicates from the beginning that she wishes to keep her child, do you do any kind of work with her? ☐ No  
☐ Yes. If so, will you please give an illustration?
37. What sort of financial planning, if any, do you do with the unmarried mother?
38. How do you handle a situation where the girl is a minor and does not want any family member to know of her pregnancy?
39. Besides obtaining family history, do you do any work with the alleged father? What kin?
40. At what point in your work with the unmarried mother do you obtain family history?
41. How much work do you do with the unmarried mother while she is in the hospital?



## Schedule V - page 2

42. Does the unmarried mother have the privilege of seeing her child before she releases him for adoption?        No        Yes  
If so, how and where is this handled?
43. How long after the birth of her child is it before the release is taken?
44. Do you go with her into court when the release is taken?
45. Do you find many girls who would like to sign the release immediately after the birth of the baby?
46. What is your thinking about the early release of the child?
47. Do you ever act as guardian ad litem?
48. What kind of follow-up work do you do with a girl after the release of her child for adoption?
49. If an unmarried mother keeps her child, do you do any work with her after the birth of her child?
- If so, what would this work usually involve?
50. Have you ever made use of Chapin Hall?
51. What is your understanding of protective service?
52. Do you have any cases in your caseload you would consider as protective service cases?
- If you do, will you please illustrate?

## MICHIGAN CHILDREN'S AID SOCIETY STUDY

## SCHEDULE VI - SUPERVISOR

1. How much social work training have you had?

2. How long have you been supervising?

3. How many individuals do you supervise?

Students \_\_\_\_\_ Full-time Workers \_\_\_\_\_ Part-time Workers \_\_\_\_\_

4. What duties do you have in addition to your supervision?

5. What do you see as the purposes and objectives of supervision?

6. What training and experience have you had as a teacher?

7. How often do you have supervisory conferences?

8. What do you feel is the purpose of the supervisory conference?

9. How do you feel a student should use supervision?

10. How would this differ from an experienced worker?

11. What administrative functions do you see in a casework supervisor's position?

## MICHIGAN CHILDREN'S AID SOCIETY STUDY

## SCHEDULE VII

## FINANCIAL REPORT FOR YEAR ENDING DECEMBER 31, 1955

Questions I, II, and III should include the total source of funds and total expenditures for the agency regardless of the number or type of different services rendered. The last completed fiscal year of agency operations should be used in completing this schedule.

I. Sources of IncomeA. Public Funds

1. Amount from City. . . . . \_\_\_\_\_
2. Amount from County. . . . . \_\_\_\_\_
3. Amount from State . . . . . \_\_\_\_\_
4. Amount from Federal . . . . . \_\_\_\_\_
- Total Public Funds . . . . . \_\_\_\_\_

B. Private Funds

1. Contributions
  - a. Community Chest. . . . . \_\_\_\_\_
  - b. Other Sources. . . . . \_\_\_\_\_
  - (Explain) \_\_\_\_\_
  - Total Contributions . . . . . \_\_\_\_\_
2. Income from investments . . . . . \_\_\_\_\_
3. Receipts from persons receiving service . . . . . \_\_\_\_\_
4. Net proceeds from other activities. . . . . \_\_\_\_\_
5. All other receipts (explain). . . . . \_\_\_\_\_
- Total Private Funds . . . . . \_\_\_\_\_

Grand Total All Funds Received . . . . . \_\_\_\_\_

II. Direct Expenses

- A. Boarding Care . . . . . \_\_\_\_\_
- B. Clothing. . . . . \_\_\_\_\_
- C. Medical and dental care . . . . . \_\_\_\_\_
  1. Salaries and fees of pediatricians, psychiatrists, psychologists, dentists, nurses, clinic fees, hospital bills, etc. (other than salaries listed elsewhere) . . . . . \_\_\_\_\_
  2. Medical, dental, and other clinical supplies. . . . . \_\_\_\_\_

## Schedule VII - page 2

## D. Miscellaneous

1. Children's transportation . . . . .
2. Children's dry cleaning and laundry . . . . .
3. Children's haircuts . . . . .
4. Children's allowances . . . . .
5. Other expenses relating to children . . . . .

Total Direct Expenses. . . . .

## III. General Expense

## A. Salaries and Fees

1. Administrative salaries . . . . .
2. Professional salaries . . . . .
3. Professional fees . . . . .
4. Maintenance salaries. . . . .
5. Office salaries . . . . .
6. All other (specify) . . . . .

## B. Plant

1. Rent or depreciation to buildings . . . . .
2. Repairs & replacement of bldgs. & fixed equip't. . . . .
3. Repairs & replacement of movable equipment. . . . .
4. Heat. . . . .
5. Utilities . . . . .
6. Building insurance. . . . .
7. Interest on any mortgage. . . . .
8. Liability insurance . . . . .

## C. Transportation and Travel

1. Carfare . . . . .
2. Travel expense. . . . .
3. Automobile expense (include garaging, insurance, repair and replacement) . . . . .

## D. Retirement and Pensions

Include all payments made by organization for retirement funds, group life insurance and pensions for employees. . . . .

## E. Public Relations

Include fund-raising, promotion, publicity, including salaries, printing supplies, travel for purposes of public relations, fund-raising, etc. . . . .

## F. All Other

1. Printing. . . . .
2. Stationery. . . . .
3. Telephone and telegraph . . . . .
4. Organization and dues . . . . .
5. Postage . . . . .
6. Legal expenses. . . . .
7. Court costs . . . . .
8. Auditing. . . . .
9. Other . . . . . (specify) . . . . .

Total General Expense . . . . .

A. Number under care as of January 1, 1955 \_\_\_\_\_

B. Total number of different girls cared for during entire year 1954 \_\_\_\_\_

## Schedule VIII - page 2

- C. Number under care as of December 31, 1954 \_\_\_\_\_  
 D. Number under care as of December 31, 1955 \_\_\_\_\_  
 E. Number under care as of December 31, 1956 \_\_\_\_\_  
 F. Number under care as of December 31, 1957 \_\_\_\_\_  
 G. Number under care as of December 31, 1958 \_\_\_\_\_  
 H. Number under care as of December 31, 1959 \_\_\_\_\_

V. PRINCIPAL REASONS WHY GIRLS ARE ACCEPTED FOR CARE BY THE INSTITUTION  
 Rank reason occurring most frequently (1), next frequently (2), etc.  
 Rank those which do not apply to girls you accept for care (0).

Parents cannot provide a home for the child because of:

- A. Death of both parents \_\_\_\_\_  
 B. Death of one parent \_\_\_\_\_  
 C. Economic instability \_\_\_\_\_  
 D. Parents separated or divorced \_\_\_\_\_  
 E. Physical illness, one or both parents \_\_\_\_\_  
 F. Mental illness, one or both parents \_\_\_\_\_  
 G. Housing shortage \_\_\_\_\_  
 H. Parents neglected or abused child and the court  
     or other community agency requested that insti-  
     tution take custody \_\_\_\_\_  
 I. Parents unable to rear child according to ac-  
     ceptable community standards \_\_\_\_\_  
 J. Parents or parent must work and could not provide  
     adequate supervision for child \_\_\_\_\_  
 K. Problems of the child himself necessitated  
     institutional placement \_\_\_\_\_  
 L. Other reasons: Specify and rank \_\_\_\_\_

VI. PROBLEMS OF GIRLS NEEDING GROUP CARE  
 (Check all applicable categories)

- A. Do children coming to this institution today present the same type  
 of problems:  
 1. As they did in 1950? Yes \_\_\_\_\_ No \_\_\_\_\_  
 2. As they did in 1955? Yes \_\_\_\_\_ No \_\_\_\_\_  
 B. Do children coming to this institution today show more evidence of  
 behavior problems and emotional disturbance:  
 1. Than they did in 1950? Yes \_\_\_\_\_ No \_\_\_\_\_  
 2. And considerably more than they did in 1955? Yes \_\_\_\_\_ No \_\_\_\_\_  
 C. Degree of Disturbance of Children Under Care (check those applicable)  
 1. This institution does not have girls at present who are con-  
     sidered serious behavior problems or emotionally upset. \_\_\_\_\_  
 2. This institution does have, at present, girls who are  
     considered behavior problems or emotionally upset. \_\_\_\_\_  
 3. Among the present population there are children who could be  
     described as follows: (Please fill in approximate % after each  
     category)

## Schedule VIII - page 3

<u>Category</u>	<u>Percentage</u>
a. Presenting no particular problems	_____
b. Presenting minor behavior problems	_____
c. Withdrawn and not a part of the group	_____
d. Seriously withdrawn with many fantasies, etc.	_____
e. Serious behavior problems of an aggressive nature	_____
f. Serious delinquent tendencies	_____
g. Sexual acting out with other children	_____
h. Has been diagnosed as severely neurotic	_____
i. Has been diagnosed as schizoid or psychotic	_____
j. Has been diagnosed psychopathic personality	_____
k. Other (specify)	_____

VII. ADMISSION POLICIES AND PRACTICES

(Check those below which apply to your institution)

<u>A.</u>	<u>Can be accepted by policy</u>	<u>Are accepted in practice</u>
1. 9 through 12 years	_____	_____
2. 13 through 15 years	_____	_____
3. 16 through 18 years	_____	_____
4. Negro children	_____	_____
5. Oriental children	_____	_____
6. Indian children	_____	_____
7. Mexican children	_____	_____
8. Puerto Rican children	_____	_____
9. Other racial groups (specify)	_____	_____

B. The services of this institution are limited

	<u>By Policy to:</u>	<u>In Practice to:</u>
Catholic girls	_____	_____
Protestant girls	_____	_____
Jewish girls	_____	_____
Other girls (specify)	_____	_____

C. The services of this institution are available to girls of all religious creeds. \_\_\_\_\_

D. The following girls are not accepted for care in this institution:  
(check those which apply)

	<u>By Policy</u>	<u>In Practice</u>
1. Who have been adjudged delinquent	_____	_____
2. Known to have serious behavior problems	_____	_____
3. Who are retarded in school (but not feebleminded)	_____	_____
4. Who are emotionally upset	_____	_____
5. Who are physically handicapped	_____	_____
6. Whose parents could be anticipated to be troublesome	_____	_____

## Schedule VIII - page 4

	<u>By Policy</u>	<u>In Practice</u>
7. Who could be placed in foster homes	_____	_____
8. Those parents want placement so as to be relieved of their responsibility	_____	_____
9. Those parents are living together and who want placement so they can work	_____	_____

E. Applications not accepted: (fill in blanks)

1. The number of applications not accepted in calendar year 1954 was \_\_\_\_\_.
2. The number of applications not accepted in calendar year 1950 was \_\_\_\_\_.

F. The major reasons for rejecting applications for admission to the institution are as follows: (Check only those considered most applicable)

1. No vacancies \_\_\_\_\_
2. Staff shortage \_\_\_\_\_
3. Child found to need foster home care \_\_\_\_\_
4. Child's behavior too difficult for institution to accept \_\_\_\_\_
5. Child's emotional problems require service not available in the institution \_\_\_\_\_
6. Parents found to not really need placement; could use other community resources and keep children at home \_\_\_\_\_

VIII. LENGTH OF SERVICE

Girls leaving the institution in the years given below had been there the following periods of time: (Enter number on each line or 000 for no children in the given category)

<u>Length of Stay</u>	<u>Number of Children</u>		
	<u>1954</u>	<u>1952</u>	<u>1950</u>
1. Under 6 months	_____	_____	_____
2. 6 months under 1 year	_____	_____	_____
3. 1 year under 2 years	_____	_____	_____
4. 2 years under 3 years	_____	_____	_____
5. 3 years under 5 years	_____	_____	_____
6. 5 years under 7 years	_____	_____	_____
7. 7 years under 9 years	_____	_____	_____
8. Over 9 years	_____	_____	_____

IX. PERSONNEL EMPLOYED AT CHAPIN HILL

(Exclusive of personnel assigned to social service) Write in NA (not applicable) where institution does not have one of the following categories.

<u>Category</u>	<u>Number in Each Category</u>	<u>Present Salary Range</u>	
		<u>Minimum</u>	<u>Maximum</u>
1. Administrator	_____	_____	_____
2. Assistant Administrator	_____	_____	_____
3. Supervisor of Houseparents	_____	_____	_____



## Schedule VIII - page 5

<u>Category</u>	<u>Number in Each Category</u>	<u>Present Salary Range</u>	
		<u>Minimum</u>	<u>Maximum</u>
1. Housemother	_____	_____	_____
2. Housefather	_____	_____	_____
3. Relief houseparent	_____	_____	_____
7. Group worker	_____	_____	_____
6. Recreation worker	_____	_____	_____
9. Nurse	_____	_____	_____
10. Seamstress	_____	_____	_____
11. Buyer	_____	_____	_____
12. Cook	_____	_____	_____
13. Building maintenance	_____	_____	_____
14. Porters and maids	_____	_____	_____
15. Laundry workers	_____	_____	_____
16. Grammar school teachers	_____	_____	_____
17. High school teachers	_____	_____	_____
18. Others (specify)	_____	_____	_____

A. Educational Background (check only highest educational level attained)

	<u>Adminis- trator</u>	<u>Adminis- trator</u>	<u>Assistant Supervisor of House- parents</u>	<u>Group Worker</u>	<u>Chief Recreation Worker</u>
Completed grammar school					
Completed high school	_____	_____	_____	_____	_____
Completed college	_____	_____	_____	_____	_____
Completed graduate wk. in social work	_____	_____	_____	_____	_____
Completed theological school	_____	_____	_____	_____	_____
Completed graduate wk. in recreation	_____	_____	_____	_____	_____
Completed graduate wk. in education	_____	_____	_____	_____	_____
Other (specify)	_____	_____	_____	_____	_____

B. Educational Background of Houseparents (fill in total number of houseparents who achieved various educational levels--use highest level only for each houseparent).

	<u>Number in this category</u>
1. Completed fifth grade	_____
2. Completed grammar school	_____
3. Completed two years of high school	_____
4. Completed four years of high school	_____
5. Completed two years of college	_____
6. Completed four years of college	_____
7. Has had two years nurse's training	_____
8. Has had other type of education (specify)	_____

## Schedule VIII - page 6

## C. Age of Houseparents (fill in total number houseparents in various age ranges)

<u>Age Range</u>	<u>No.</u>	<u>Age Range</u>	<u>No.</u>
1. Under 25 years	_____	6. 45 through 50 years	_____
2. 25 through 30 years	_____	7. 50 through 55 years	_____
3. 30 through 35 years	_____	8. 55 through 60 years	_____
4. 35 through 40 years	_____	9. 60 through 65 years	_____
5. 40 through 45 years	_____	10. Over 65 years	_____

K. CONSULTANTS AND PART-TIME EMPLOYEES

(Institution has services of: (write in K if category is not listed-- check all those categories that do apply.)

Services are retained on:

	<u>Annual Basis</u>	<u>Payment Per Child</u>	<u>Volunteer Basis or Through Another Community Service</u>
1. Chaplain	_____	_____	_____
2. General practitioner	_____	_____	_____
3. Pediatrician	_____	_____	_____
4. Psychiatrist	_____	_____	_____
5. Psychologist	_____	_____	_____
6. Teacher of:			
Music	_____	_____	_____
Dancing	_____	_____	_____
Art	_____	_____	_____
Crafts	_____	_____	_____
Religious Education	_____	_____	_____
Other (specify)	_____	_____	_____
7. Tutor	_____	_____	_____
8. Other (specify)	_____	_____	_____

M. USE OF PSYCHIATRISTS AND PSYCHOLOGISTS (check those that apply)

(To be answered only by those institutions providing these services)

## A. Psychiatrists:

1. A psychiatrist is employed by agency and used for:

- a. Diagnostic evaluation of children only \_\_\_\_\_
- b. Direct treatment for those children requiring it \_\_\_\_\_
- c. Consultation with staff \_\_\_\_\_
- d. In-service training of staff \_\_\_\_\_
- e. Other (specify) \_\_\_\_\_

2. All children requiring psychiatric evaluation or treatment are referred to community resources such as child guidance or mental hygiene clinics \_\_\_\_\_

## Schedule VIII - page 7

3. Some children needing psychiatric service are sent to private psychiatrists, others to clinics \_\_\_\_\_
4. Other plans for providing psychiatric services (specify) \_\_\_\_\_

## B. Psychologists:

A psychologist is regularly employed by the agency and used for:

1. Diagnostic evaluation involving:
- a. Psychometric testing (Binet, Bellevue-Weschler, etc.) \_\_\_\_\_
  - b. Projective tests (Rorschach, Roodi, etc.) \_\_\_\_\_
  - c. Educational testing \_\_\_\_\_
2. Periodic evaluation of children's progress or when a change in planning seems indicated for them \_\_\_\_\_
3. Direct psychotherapy with children \_\_\_\_\_
4. Remedial education \_\_\_\_\_
5. Speech therapy \_\_\_\_\_
6. Other (specify) \_\_\_\_\_

XII. GROUPING OF GIRLS

Children are housed in the institution according to:

- A. Age \_\_\_\_\_
- B. Family groups \_\_\_\_\_
- C. Social and emotional development, regardless of age \_\_\_\_\_
- D. Social and emotional development \_\_\_\_\_
- E. On the basis of staff members' knowledge of which girls get along well together or form a balanced group \_\_\_\_\_
- F. Other (specify) \_\_\_\_\_

XIII. COMMUNITY PARTICIPATION

Girls living in the institution participate in the community in the following ways: (check those that apply)

<u>Place</u>	<u>Individually</u>	<u>Accompanied Routinely By Staff Members of Institution</u>
A. Go out to public school	_____	_____
B. Go out to church	_____	_____
C. Go out to Sunday School	_____	_____
D. Go out to movies	_____	_____
E. Attend school recreation events	_____	_____
F. Attend community recreation events	_____	_____
G. Other (specify)	_____	_____

## Schedule VIII - page 8

XIV. INSTITUTION BUILDINGS

(Check those that apply)

## A. Living Accommodations for Girls

1. Congregate with dormitories \_\_\_\_\_
2. Congregate with provision for girls to live in  
separate groups of not more than 12 girls \_\_\_\_\_
3. Other (specify) \_\_\_\_\_

## B. Dining and Cooking Facilities

1. Congregate dining room \_\_\_\_\_
  - a. Children living together seated together \_\_\_\_\_
  - b. Children living together not necessarily  
seated together \_\_\_\_\_
2. Other (specify) \_\_\_\_\_
3. Congregate Kitchen \_\_\_\_\_

## C. Describe the space available for children to do home work and study.

- D. Is there a library at the institution? Yes \_\_\_\_\_ No \_\_\_\_\_
1. (If yes) About how many books are there in the library? \_\_\_\_\_
  2. Give brief description of the kinds of books. \_\_\_\_\_

- E. Is laundry done in the institution? Yes \_\_\_\_\_ No \_\_\_\_\_
- If yes, what kinds of washing machines are used? \_\_\_\_\_

## F. When girls become ill, what physical space is available for their care?

1. If have non-contagious illness.
2. If have contagious illness.

- G. Are there any classes conducted on the grounds at the institution?  
Yes \_\_\_\_\_ No \_\_\_\_\_ (If yes) How much physical space is provided?

## H. What provision is made for active physical play indoors in the institution?

- I. How many fire extinguishers are located in the institution? \_\_\_\_\_
1. How often are they inspected?
  2. How often are they re-charged?

Schedule VIII - page 9

XV. POLICY IN RELATION TO CERTAIN CHILD CARE PRAC

- A. What board rates are paid for foster home care? (Indicate weekly or monthly.)
- B. What board rates do you charge for care in your institution? Include all rates if you have more than one.
- C. What board rates are paid for other institutional and shelter care?
- D. Agency's plan for providing clothing.
  1. Describe arrangements for meeting clothing needs of girls.

## MICHIGAN CHILDREN'S AID SOCIETY STUDY

## SCHEDULE IA - BOARDING PARENTS

(To be filled out by Boarding Parents of the Michigan Children's Aid Society.)

Head of Household \_\_\_\_\_

Your Occupation \_\_\_\_\_ Today's Date \_\_\_\_\_

1. How long have you boarded children for the Michigan Children's Aid Society? \_\_\_\_\_
2. For what Branch? \_\_\_\_\_
3. How many children have you had in that period of time? \_\_\_\_\_
4. How many workers have you had from the Society? \_\_\_\_\_
5. Has there been a period of time when you had no worker? Yes \_\_\_\_\_ No \_\_\_\_\_  
If so, for how long a period of time? \_\_\_\_\_
6. About how often does your worker visit your home? \_\_\_\_\_
7. What are the ages of the children in your home? \_\_\_\_\_
8. Does your worker talk alone with the older boarding children in your home? Yes \_\_\_\_\_ No \_\_\_\_\_
9. Have you been satisfied with the kind of supervision you have had from the agency? Yes \_\_\_\_\_ No \_\_\_\_\_
10. Was any part of your relationship with the agency been unpleasant? Yes \_\_\_\_\_ No \_\_\_\_\_ If so, please explain in detail.
11. What has been the most helpful assistance you have received from the agency?
12. How do you feel the services of the Michigan Children's Aid Society could be improved?

# Michigan United Fund, Inc.

201-206 CIVIC OFFICE BUILDING, LANSING 33, MICHIGAN  
TELEPHONE IVanhoe 5-9446

## COPY OF COVER LETTER SENT WITH QUESTIONNAIRE

Dear Mr. and Mrs. Boarding Parent:

The Michigan Children's Aid Society on a state-wide basis, as well as each local Branch, is undergoing an extensive study. This study is jointly sponsored by the Michigan Children's Aid Society, the Michigan United Fund and the Michigan Welfare League with the cooperation of the State Department of Social Welfare and the Child Welfare League of America. The purpose of this study is to better understand the program and function of the Michigan Children's Aid Society and to improve the services where needed.

A part of the study is to obtain a confidential evaluation from each staff member and from those who are closely related to the agency. In a child placement agency such as the Michigan Children's Aid Society no one is closer to the line of direct service than the Boarding Parents. For this reason all families boarding for the Michigan Children's Aid Society at this time are being contacted.

As the surveyor and director of this study I wish it were possible for me to sit down with each of you and talk about your experiences in boarding for the Michigan Children's Aid Society. However, the Society uses more than four hundred homes in the state so personal interviews are not feasible.

It is absolutely essential to the success of the study that each boarding family fill out one of the enclosed questionnaires and return it to me at the following address as soon as possible:

Mrs. Myrtle R. Keul  
School of Social Work  
Michigan State University  
220 Ferrill Hall  
East Lansing, Michigan

Thank you for your cooperation.

Sincerely,

(Mrs.) Myrtle R. Keul  
Director of Research

MRS:MK  
Encl.





## MICHIGAN CHILDREN'S AID SOCIETY STUDY

## SCHEDULE A - ADOPTIVE PARENTS

The following questions are designed to cover the three phases of adoptive placement of children, namely, the home study, the actual placement of the child and the supervision by the agency until final confirmation of the adoption. Your frank answers to the questions will be greatly appreciated and any other comments you may wish to make will be most welcome.

1. When did you first apply to the Michigan Children's Aid Society to adopt a child?
2. How long after your first application was it before the actual study was started?
 

Less than a month	6 months to a year
1 month to 3 months	1 year to 1½ years
3 months to 6 months	over 1½ years
3. About how many times did you go to the agency office?
4. What do you understand was the agency's purpose in asking such questions as "Why do you want to adopt a child?"
5. Were you asked any questions for which you could not understand the purpose? If so, do you remember what they were?
6. Was there any time you did not know how you stood with the agency? Please give details.
7. In what way did you feel the home study was helpful?
8. Were there any parts of the home study which you felt might have been omitted or shortened?
9. What were you told was the purpose of the year of supervision following the placement of an adoptive child? What did you understand this supervision would involve? Please use the back of this page for detail.
10. How long did you wait after becoming eligible before you were notified there was a child available?
 

Less than a month	6 months to a year
1 month to 3 months	1 year to 2 years
3 months to 6 months	over 2 years

## Schedule K - page 2

11. How were you notified about this child: In person \_\_\_\_\_  
By telephone \_\_\_\_\_ By letter \_\_\_\_\_
12. Were you asked to come to the agency branch office to hear the child's background history? \_\_\_\_\_ to another branch? \_\_\_\_\_ to the Central Office in Detroit? \_\_\_\_\_
13. Did your own worker present the child's history to you? \_\_\_\_\_  
If not, who did? \_\_\_\_\_
14. Did you feel that you had adequate information about the child's background? \_\_\_\_\_ If not, what additional things would you have liked to have known? \_\_\_\_\_
15. Was this the first time the agency had offered you a child? \_\_\_\_\_  
If not, what was the reason you did not get the first child? \_\_\_\_\_
16. How far did you have to travel to see the child?
17. How long after you saw the child did you have to wait until you brought the child home?
18. How old was the child you received from the agency?
19. What were your ages at the time you received your child?
20. How do you feel the placement of your child was handled by the agency?
21. How many different workers did you have throughout your adoptive experience?
22. How often did your agency worker visit your home during the year of supervision?
23. How was the year of supervision helpful to you?
24. What impressed you the most about the service you received from the Michigan Children's Aid Society?
25. Where do you feel the service offered by the agency could be improved?
26. Comments:

## HIGHWAY CHILDREN'S AID SOCIETY STUDY

## SCHEDULE XI - DORMITORY SCHEDULE

(To be filled out by each person working in Chapin Hall.)

1. Name of Institution \_\_\_\_\_
2. Name of building in which located \_\_\_\_\_
3. Size of dormitory: Length \_\_\_\_\_ Width \_\_\_\_\_ Ceiling Height \_\_\_\_\_
4. Number of girls sleeping in dormitory \_\_\_\_\_
5. Type of bed and mattress used by girls \_\_\_\_\_
6. Description of furnishings besides bed. \_\_\_\_\_
7. Distance between beds \_\_\_\_\_
8. Facilities for storage of girls' clothing.
  - a. Does each girl have dresser to herself? \_\_\_\_\_  
(If not, how is dresser shared?)
  - b. Does each girl have clothes closet to herself? \_\_\_\_\_  
(If not, what provisions are made for closet space?)
9. Does each girl have a desk to herself? \_\_\_\_\_  
If not, what provisions are made for study space?
10. Does each girl have a separate locker or chest for toys and outer garments? Yes \_\_\_\_\_ No \_\_\_\_\_ (If not, what provision is made for storage of such effects?)
11. Are there any partitions or screens in the dormitory? \_\_\_\_\_
12. How many toilet bowls are allocated to the dormitory? \_\_\_\_\_  
Indicate total number of children using the indicated number of toilet bowls \_\_\_\_\_
13. How many wash bowls are allotted for girls in this dormitory? \_\_\_\_\_
14. How many shower baths are allotted for girls in this dormitory? \_\_\_\_\_  
How many bath tubs? \_\_\_\_\_
15. Is there a drinking fountain easily accessible to the dormitory? \_\_\_\_\_
16. Please list the names of persons on duty in the dormitory at each major period of the day.

## Schedule XI - page 2

<u>Period of the Day</u>	<u>Person(s) on Duty</u>	<u>Number of Children</u>
School days during the day	_____	_____
Holidays during the day	_____	_____
Evenings	_____	_____
Night-time while girls are sleeping	_____	_____

17. How many girls were in group during the past month? \_\_\_\_\_  
Date \_\_\_\_\_

18. What changes did you have during that month in intake? discharge?  
Number added (intake) during the month \_\_\_\_\_  
Number discharged during the month \_\_\_\_\_

19. What were the outstanding activities during this month and last month?  
Consider the following points: Who initiated them? How did the girls  
participate in the initiation? How did you? How did the other staff  
members participate? What resistance did you have to it? Etc.

20. What were the main problems regarding housework? Consider such  
things as girls' participation and lack of participation in housework,  
their resistance towards maintaining cleanliness, etc. Cite inci-  
dents.

21. What problems were there with school attendance? What was done about  
them? (Describe the girls' willingness or unwillingness to go to  
school, running out of classes, etc.)

22. In what ways have girls in your group progressed or regressed?

23. What was the time schedule in this group? (Please give a brief but  
detailed description of your working day.)

## MICHIGAN CHILDREN'S AID SOCIETY STUDY

## SCHEDULE XII - GIRLS AT CHAPIN HALL

## Personal:

Name \_\_\_\_\_

Address \_\_\_\_\_

Age \_\_\_\_\_

School Grade \_\_\_\_\_

Religion \_\_\_\_\_

1. How long have you lived at Chapin Hall?

2. Why are you here?

3. Where did you live before coming to Chapin Hall?

In home of parents \_\_\_\_\_

In home of relatives \_\_\_\_\_

In boarding home \_\_\_\_\_

In adoptive home \_\_\_\_\_

In free home \_\_\_\_\_

In work or wage home \_\_\_\_\_

In an institution \_\_\_\_\_

Other (explain) \_\_\_\_\_

of friends \_\_\_\_\_

Which one?

4. How often do you visit your family?

5. How often do they visit you?

6. What things do you like best at Chapin Hall?

7. To whom do you go if you have a problem here?

8. What things do you like least about Chapin Hall?

9. Give a brief but detailed description of your day:  
(Time you get up, duties you have, things you do, etc.)

Weekdays:

Saturday:

Sunday:

10. What were the outstanding activities during this month and last month?

11. Other remarks:

## HIGHWAY CHILDREN'S AID SOCIETY STUDY

## SCHEDULE XIII - GENERAL AND BACKGROUND

1. Name \_\_\_\_\_
2. Position \_\_\_\_\_
3. Education \_\_\_\_\_
4. Age \_\_\_\_\_
5. Date of Employment \_\_\_\_\_
6. Describe your job in some detail.
7. To whom are you responsible? \_\_\_\_\_
8. What general changes would you suggest in the program of this agency?

## MICHIGAN CHILDREN'S AID SOCIETY STUDY

SCHEDULE XIV - CHILDREN'S CARES EXCLUDED - Foster Home Care

(To be filled out by worker on each child in current caseload)

- A. Case number \_\_\_\_\_
- B. Dates child was accepted for care and previous periods of care by agency:
1. Date accepted for Current Placement \_\_\_\_\_  
Length of time under care \_\_\_\_\_
2. Previous placements by Michigan Children's Aid:
- | <u>Date Accepted</u> | <u>Date Discharged</u> | <u>Length of time under care</u>    |
|----------------------|------------------------|-------------------------------------|
| _____                | _____                  | Years _____ Months _____ Days _____ |
- C. Original source referring child to the agency:
- |   |   |
|---|---|
| 1. <input type="checkbox"/> Father                      | 4. <input type="checkbox"/> Other relative                |
| 2. <input type="checkbox"/> Mother                      | 5. <input type="checkbox"/> Principal of school           |
| 3. <input type="checkbox"/> Mother or father on advice: | 6. <input type="checkbox"/> Social agency (specify) _____ |
| (a) <input type="checkbox"/> School                     | 7. <input type="checkbox"/> Health agency (specify) _____ |
| (b) <input type="checkbox"/> Minister                   | 8. <input type="checkbox"/> Court (specify) _____         |
| (c) <input type="checkbox"/> Lawyer                     | 9. <input type="checkbox"/> Other (specify) _____         |
| (d) <input type="checkbox"/> Other (specify) _____      |   |
- D. Child's age on \_\_\_\_\_ 19\_\_ : Yes. ☐ No. ☐ Birth Date \_\_\_\_\_
- E. Child's sex and race: White male ☐; White female ☐; Negro male ☐; Negro female ☐; Other race (specify) \_\_\_\_\_ male ☐; Female ☐.
- F. Religious Affiliation: ☐ Protestant; ☐ Roman Catholic; ☐ Greek Orthodox; ☐ Jewish; ☐ Other (specify) \_\_\_\_\_; ☐ Unknown.
- G. Legal residence of child: (Not location of institution or foster home.) \_\_\_\_\_
- H. Whereabouts of child on present date:
- |  |  |
|--|--|
| 1. <input type="checkbox"/> In home of parents                                 | 7. <input type="checkbox"/> In work or wage home             |
| 2. <input type="checkbox"/> In home of relatives or friends                    | 8. <input type="checkbox"/> In institution of this agency    |
| 3. <input type="checkbox"/> In boarding home of agency                         | 9. <input type="checkbox"/> In institution of another agency |
| 4. <input type="checkbox"/> In boarding home of another agency (specify) _____ | 10. <input type="checkbox"/> In independent foster home      |
| 5. <input type="checkbox"/> In adoptive home                                   | 11. <input type="checkbox"/> Other (specify) _____           |
| 6. <input type="checkbox"/> In free home                                       |  |

## Schedule XIV - page 2

I. Status and whereabouts of child's parents when child was accepted for placement. Check one or more for father and/or mother.

(1) <u>Marital Status</u>	<u>Natural</u>		<u>Adopted</u>			<u>Natural</u>		<u>Adopted</u>	
	<u>F.</u>	<u>M.</u>	<u>F.</u>	<u>M.</u>		<u>F.</u>	<u>M.</u>	<u>F.</u>	<u>M.</u>
Unmarried	___	___	___	___	Disputed	___	___	___	___
Married to each other	___	___	___	___	Divorced	___	___	___	___
Married to someone else	___	___	___	___	Separated	___	___	___	___
Dead	___	___	___	___	Unknown	___	___	___	___
Widowed	___	___	___	___	Other (specify)	___	___	___	___
					_____				

(2) <u>Whereabouts</u>	<u>Natural</u>		<u>Adopted</u>			<u>Natural</u>		<u>Adopted</u>	
	<u>F.</u>	<u>M.</u>	<u>F.</u>	<u>M.</u>		<u>F.</u>	<u>M.</u>	<u>F.</u>	<u>M.</u>
Dead	___	___	___	___	Mental Insti-	___	___	___	___
Living together	___	___	___	___	tution	___	___	___	___
Living alone	___	___	___	___	Hospital	___	___	___	___
Military service	___	___	___	___	(specify)	___	___	___	___
Penal Institution	___	___	___	___	_____				
					Unknown	___	___	___	___
					Other (specify)	___	___	___	___
					_____				

J. Reason for placement and choice of placement plan:

Check which of the following factors was most important in determining the need for placement.

- \_\_\_ 1. Parents or relatives willing, but unable to supervise child adequately because of behavior problem(s) of child.
- \_\_\_ 2. Parents exerting harmful influence on child through neglect, faulty discipline, or rejection of child.
- \_\_\_ 3. Parents or relatives unable to supervise child because of their physical, mental, or emotional incapacity.
- \_\_\_ 4. Parents or relatives financially unable to provide home for child.
- \_\_\_ 5. Parents or relatives unable to locate suitable living quarters.
- \_\_\_ 6. Parents divorced or separated.
- \_\_\_ 7. Father out of the home; mother ineligible for or unwilling to accept care.
- \_\_\_ 8. Mother wants to work because of need for additional income.
- \_\_\_ 9. Family emergency requiring temporary care for child (specify emergency) \_\_\_\_\_
- \_\_\_ 10. Other (specify) \_\_\_\_\_



## Schedule XIV - page 3

The need for placement having been established, check the statement which is most applicable as to the reason why foster home placement was the type of placement chosen for this child.

- ☐ 1. Child had good relationship with own parents, could relate to substitute parents.
- ☐ 2. Parents or relatives wanted foster home used because they had a good relationship with foster family.
- ☐ 3. Child had good relationship to one or more adults other than parents, and it was thought he could relate to foster parents.
- ☐ 4. Child too young for any other type of care.
- ☐ 5. Foster parents requested this particular child because they knew the situation without necessarily having established a relationship with the child or his family.
- ☐ 6. No other type of care available.
- ☐ 7. Parents requested foster home care.
- ☐ 8. Parents requested another type of care, but agency helped them to accept foster home care because it could best meet the child's needs.
- ☐ 9. The child himself wanted to live with the foster family through relationship with foster sibling.
- ☐ 10. Child's history showed he could not get along with other children, which counterindicated group care for him.
- ☐ 11. Child very much in need of the love and individual attention which a foster family could give him.
- ☐ 12. Child's regressed behavior would have been unacceptable to an institution.
- ☐ 13. Group care not suitable because of child's serious personality disturbance.
- ☐ 14. Group care not suitable because of mental retardation or physical handicap.
- ☐ 15. Other (specify) \_\_\_\_\_

K. Where has this child lived? Time spent in own home and placements. Fill in number of months and/or years chronologically where child has lived (see example).

EXAMPLE:

Age	Own Home	Relative	Foster Home	Institution	Other (specify)
0 - 2 mo.					Hospital
2 mo. - 1 yr.	X				
4 mo. - 2 yr.			X		
TOTAL NUMBER OF MONTHS	2				

\* \* \* \*

Age	Own Home	Relative	Foster Home	Institution	Other
_____	___	___	___	___	___
_____	___	___	___	___	___
_____	___	___	___	___	___
_____	___	___	___	___	___

## Schedule XIV - page 4

K. (Cont'd.) TOTAL NUMBER OF PAGES \_\_\_\_\_

## L. Physical handicaps or disease in child:

- |   |  |
|---|--|
| 1. <input type="checkbox"/> None  | Chronic physical disease                           |
| 2. <input type="checkbox"/> Orthopedic defects                          | 6. <input type="checkbox"/> Heart and arteries     |
| 3. <input type="checkbox"/> Hearing defects                             | 9. <input type="checkbox"/> Rheumatic fever        |
| 4. <input type="checkbox"/> Visual defects                              | 10. <input type="checkbox"/> Tuberculosis          |
| 5. <input type="checkbox"/> Speech defects                              | 11. <input type="checkbox"/> Venereal disease      |
| 6. <input type="checkbox"/> Cerebral palsy                              | 12. <input type="checkbox"/> Other (specify) _____ |
| 7. <input type="checkbox"/> Other physical handicaps<br>(specify) _____ |  |

M. Has child's IQ been determined? Yes \_\_\_\_\_ No \_\_\_\_\_ If yes, what is his IQ? \_\_\_\_\_ When was it determined? \_\_\_\_\_

Has child been diagnosed by a psychiatrist or psychologist? Yes \_\_\_\_\_ No \_\_\_\_\_ If yes, what was the diagnosis? \_\_\_\_\_

Who made it? \_\_\_\_\_ On what date? \_\_\_\_\_

## N. Child's school adjustment and grades:

- |   |  |
|---|--|
| 1. Grade level (circle one)    1   2   3   4   5   6   7   8   9   10   11   12 |  |
| 2. Average grades in school:  | 4. Child's adjustment in school:                 |
| <input type="checkbox"/> Excellent  | <input type="checkbox"/> Excellent               |
| <input type="checkbox"/> Good   | <input type="checkbox"/> Good                    |
| <input type="checkbox"/> Fair   | <input type="checkbox"/> Fair                    |
| <input type="checkbox"/> Poor   | <input type="checkbox"/> Poor                    |
| 3. Since placement have child's grades:   | 5. Since placement has school adjustment:        |
| <input type="checkbox"/> Improved   | <input type="checkbox"/> Improved                |
| <input type="checkbox"/> Remained about the same                                | <input type="checkbox"/> Remained about the same |
| <input type="checkbox"/> Deteriorated   | <input type="checkbox"/> Deteriorated            |

6. The evaluation of this section (N) is based on (check one or more):

☐ School reports    ☐ Personal experience with child

☐ Discussion with teacher    ☐ Other (specify) \_\_\_\_\_

O. Financial Arrangement for Care of Child: Is any payment being made or clothing provided for the child except by the agency? Yes \_\_\_\_\_ No \_\_\_\_\_

If yes, check the following items which apply and write in the approximate monthly amount. (Estimate the value of clothing, if provided in kind.)

## 1. Payment by court order:

- ☐ (a) By father
- ☐ (b) Other (specify) \_\_\_\_\_

## 2. Voluntary payment:

- ☐ (a) By father
- ☐ (b) By mother
- ☐ (c) By other relative

5. Payment by other agency (specify) \_\_\_\_\_

☐ (a) By father  
☐ (b) By mother  
☐ (c) By other relative  
☐ (d) Other (specify)

## TOTAL PAYMENTS ON BEHALF OF CHILD

1. What problems does this child present which indicate the need for foster boarding home care at the present time?

2. What problems does this child present which indicate the need for more specialized service?

2. What problems are now present in his family situation that make necessary continued placement in foster boarding home care?

h. What is your long-range plan for this particular child?

5. For what length of time is it expected that placement will continue? (check one)

Less than 6 months

6 months to 1 year

1 1 to 2 years

Over 2 years

If over 2 years, why?

4. Briefly describe the kinds and frequency of contact between the child and his family.

7. Plan for child's care after present placement:

(a)        Independent living arrangement (rooming, house, VOA, marriage, live with friends, school, etc.)

(c)        Foster home of another agency (specify)

(b) Own home (parental)

(c) relatives' home

(d) Agency's own institution

(c) — Age home

(1) Free home

(h) \_\_\_\_\_ Institution of another  
agency (specify)

(i) Attention

(i) Residence Club

(A) — other (specify)

Schedule REV - page c

3. Check the following types of specialized services which are (were) provided by this agency and/or other agencies in the community in meeting the problems of this child and his family.

<u>Kind of Service</u>	<u>Agency</u> <u>Providing of Service</u>	<u>Frequency</u> <u>Only Other</u>	<u>Check One or</u> <u>Both Coll's. to</u> <u>Indicate Who</u> <u>is Served.</u>	
			<u>Child</u>	<u>Family</u>
(a) <u>Psychological Evaluation</u>	_____	_____	_____	_____
(b) <u>Casework help with individual problems</u>	_____	_____	_____	_____
(c) <u>Casework help (child)</u>	_____	_____	_____	_____
(d) <u>Psychiatric treatment</u>	_____	_____	_____	_____
(e) <u>Specialized institutional care</u>	_____	_____	_____	_____
(f) <u>Special tutoring or vocational training</u>	_____	_____	_____	_____
(g) <u>Financial assistance</u>	_____	_____	_____	_____
(h) <u>Other (specify)</u>	_____	_____	_____	_____

4. Does this child, at the present time, need any type of care which he is not now receiving in any of the areas listed below? Yes \_\_\_\_\_  
No \_\_\_\_\_ If yes, indicate in which areas and briefly describe the kind of care needed.

- (a) Vocational training  
 (b) Vocational counseling and aptitude testing  
 (c) Special tutoring  
 (d) Individual help with his problems (other than psychiatric treatment)  
 (e) Psychiatric treatment (outpatient)  
 (f) Psychiatric treatment (within an institution)  
 (g) Psychological evaluation (diagnostic work-up)

Schedule MEW - page 7

- (h) ☐ Placement in another foster home
- (i) ☐ Specialized institutional care
- (j) ☐ Other (specify) \_\_\_\_\_

10. Have specific plans been made for meeting any of the above needs?  
 Yes ☐ No ☐ If yes, describe the plans which have been made,  
 referring to the area by letter code in question 9.

Q. (To be filled in on discharged cases only)

REASON WHY CHILD WAS BEING DISCHARGED BY THIS AGENCY. Check one or more, but indicate the relative degree of importance of each by designating (1) for the most important reason; (2) for the next most important reason; (3), etc.

1. ☐ Home re-established by father and mother
  - (a) ☐ Housing difficulty resolved
  - (b) ☐ Parents no longer separated
  - (c) ☐ Parent returned from hospital or institution
  - (d) ☐ Other (specify) \_\_\_\_\_
2. ☐ Home newly established by mother
  - (a) ☐ She remarried
  - (b) ☐ She returned from the hospital or institution
  - (c) ☐ She discontinued working outside the home
  - (d) ☐ Other (specify) \_\_\_\_\_
3. ☐ Home newly established by father
  - (a) ☐ He remarried
  - (b) ☐ He returned from the hospital or institution
  - (c) ☐ Other (specify) \_\_\_\_\_
4. ☐ Discharged to own home due to improved relationships between child and other member(s) of family
  - (a) ☐ Between (step) mother and child
  - (b) ☐ Between (step) father and child
  - (c) ☐ Between child and brothers or sisters
  - (d) ☐ Other (specify) \_\_\_\_\_
5. ☐ Parent(s) or relative(s) improved ability to provide proper supervision and care of the child
6. ☐ Care discontinued because of insistence for release of child by:
  - (a) ☐ Parent(s)
  - (b) ☐ Relative(s)
  - (c) ☐ Child
  - (d) ☐ Other (specify) \_\_\_\_\_

Schedule XIV - page 3

7. ☐ Adopted
8. ☐ Child's need for care and service not offered by this agency;  
specify agency to whom child was discharged.  
 (a) ☐ Need for group living.  
 (b) ☐ Ability to accept adoptive placement  
 (c) ☐ Need for specialized institutional facility.  
 (d) ☐ Other (specify) \_\_\_\_\_
9. ☐ Care discontinued because of behavior problems of child  
 (a) ☐ Constantly ran away  
 (b) ☐ Failed to adjust to other children  
 (c) ☐ Failed to adjust in school  
 (d) ☐ Other (specify) \_\_\_\_\_
10. ☐ Child ineligible for further care because  
 (a) ☐ Reached 16th birthday  
 (b) ☐ Reached age limit of agency  
 (c) ☐ Entered military service  
 (d) ☐ Married  
 (e) ☐ Died  
 (f) ☐ Other (specify) \_\_\_\_\_
11. ☐ Other reason(s) for discharge of child (specify) \_\_\_\_\_
12. (To be filled in on discharged cases only)  
 Is (was) a plan being made for follow-up care and supervision of the  
 child upon discharge from the agency? Yes ☐ No ☐
1. (If yes) What agency will provide (is providing) supervision for  
 follow-up care?  
 (a) ☐ This agency.  
 (b) ☐ Another agency or institution (specify) \_\_\_\_\_  
 (c) ☐ Both this agency and another agency.
2. What type of follow-up care is (was) planned?

Person or persons filling out this questionnaire:

Name: \_\_\_\_\_ Title: \_\_\_\_\_

D to: \_\_\_\_\_

## MICHIGAN CHILDREN'S AID SOCIETY STUDY

## SCHEDULE IV - COMMUNITY CONTACT QUESTIONNAIRE

(To be filled out on the accompanying list of community agencies and/or individuals.)

Person Interviewed \_\_\_\_\_ Address \_\_\_\_\_  
 Position or Title \_\_\_\_\_ Date \_\_\_\_\_

1. What do you understand is the function of the Michigan Children's Aid Society?
2. (a) Is the Michigan Children's Aid Society duplicating the service of any other existing agency?  
 (b) If so, which agencies and how?
3. Have you had any contact with the Michigan Children's Aid Society in the past year?  
 (a) If so, what kind?  
 (b) If so, approximately how many contacts?
4. What do you know about Chapin Hall?
5. What is the policy of the Michigan Children's Aid Society regarding state-wide adoption?  
 (a) Do you agree with this policy of state-wide adoptions?  
 (b) If not, explain.
6. What do you understand are the services offered to the unmarried mother by the Michigan Children's Aid Society?  
 (a) ☐ Internity care planning  
☐ Florence Crittenton Homes  
☐ Local hospitals  
☐ Other  
 (b) ☐ Financial assistance  
 (c) ☐ Personal casework counseling  
 (d) ☐ Casework help for family members  
 (e) ☐ Casework with the putative father  
 (f) ☐ Medical care planning  
☐ Physical examination

Schedule IV - page 2

c. (Cont'd.)

- ( ) ☐ Psychological evaluation
- ( ) ☐ Boarding care for the baby
- (i) ☐ Adoptive service
- (j) ☐ Other

7. How do you feel the services of the Michigan Children's Aid Society could be improved?

- (a) Administration
- (b) Staff
  - (1) Personnel
  - (2) Quality of service offered
- (c) Agency policies. Give example.
- (d) Fields of service offered
- (e) Relationships
  - (1) Agencies
  - (2) Community
  - (3) Client

Comments:

Completed by \_\_\_\_\_  
Position \_\_\_\_\_



## MICHIGAN CHILDREN'S AID SOCIETY STUDY

## SCHEDULE XVI - COMMUNITY CONTACT QUESTIONNAIRE

(To be filled out by interested citizens in the community.)

Your Name \_\_\_\_\_ Address \_\_\_\_\_

Your Occupation \_\_\_\_\_ Position or Title \_\_\_\_\_

Today's Date \_\_\_\_\_

1. What do you understand is the function of the Michigan Children's Aid Society?
2. (a) Is the Michigan Children's Aid Society duplicating the service of any other existing agency in your area of the state?  
Yes \_\_\_\_\_ No \_\_\_\_\_  
(b) If so, which agencies and how?
3. Have you had any contact with the Michigan Children's Aid Society in the past year? Yes \_\_\_\_\_ No \_\_\_\_\_  
(a) If so, what kind?  
(b) If so, approximately how many contacts?
4. What do you understand is the purpose of Chapin Hall?
5. What do you understand is the policy of the Michigan Children's Aid Society regarding state-wide adoptions?  
(a) Do you agree with this policy of state-wide adoptions?  
Yes \_\_\_\_\_ No \_\_\_\_\_  
(b) If not, explain.
6. What do you understand are the services offered to the unmarried mother by the Michigan Children's Aid Society?
7. How do you feel the services of the Michigan Children's Aid Society could be improved?
8. Additional comments:

# Michigan United Fund, Inc.

201-206 CIVIC OFFICE BUILDING, LANSING 33, MICHIGAN  
TELEPHONE IVanhoe 5-9446

A COPY OF THIS LETTER WAS SENT TO EVERY PROBATE JUDGE, COUNTY AGENT, DISTRICT CHILDREN'S CONSULTANT, COUNTY CHILD WELFARE WORKER, MICHIGAN CHILDREN'S INSTITUTE UNIT WORKER, AND DIRECTOR OF A CHILD GUIDANCE CLINIC IN THE STATE OF MICHIGAN AS A FOLLOW-UP TO THE PERSONAL INTERVIEW WHICH WAS MADE SOMETIME DURING THE SUMMER OF 1955.

Dear \_\_\_\_\_:

I enjoyed having the opportunity to meet you this last summer and to talk with you about the state-wide study of the Michigan Children's Aid Society which I am conducting.

I find at this time that I need some additional information and would like to ask if I can have an evaluation from you as to what you see as the greatest needs of children in your county together with what additional services you feel are needed to meet these needs.

Again let me thank you for your fine cooperation in this involved project.

Sincerely,

(Mrs.) Myrtle R. Reul  
Director of Research

MR:mc

Please send your reply to: Mrs. Myrtle R. Reul  
Department of Social Work  
Michigan State University  
220 Morrill Hall  
East Lansing, Michigan

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## JOURNAL OF CHILDREN AND FAMILY STUDY

## SCHEDULE XVII - CASE RECORD OUTLINE

Branch or Central Office District Case Records to be read by Lytle H. Roul,  
Director of Research

## I. Applicant

Name \_\_\_\_\_ Case No. \_\_\_\_\_  
 Home Address \_\_\_\_\_ Birthdate \_\_\_\_\_  
 Nationality \_\_\_\_\_ Religion \_\_\_\_\_ Sex \_\_\_\_\_  
 Siblings (age and sex) \_\_\_\_\_  
 Date of Admission \_\_\_\_\_ Date of Discharge \_\_\_\_\_

## II. Referral and Intake

Date of Referral \_\_\_\_\_ Referred by \_\_\_\_\_  
 Date of first interview \_\_\_\_\_ School Grade \_\_\_\_\_  
 Reason for Referral \_\_\_\_\_  
 Diagnosis or symptomatic picture by referring source \_\_\_\_\_  
 Previous history of placement \_\_\_\_\_  
 Disposition \_\_\_\_\_  
 (1) Date and reasons for rejection \_\_\_\_\_  
 (2) Rejected, referred elsewhere (specify) \_\_\_\_\_  
 (3) Date accepted \_\_\_\_\_

## III. Legal Status

Voluntary agreement between agency and parent \_\_\_\_\_  
 Court commitment to agency \_\_\_\_\_  
 Court commitment to referral agency \_\_\_\_\_

## Schedule XVII - page 2

## IV. Financial Agreement

- (a)\_\_\_Voluntary      (b)\_\_\_Court order      (c)\_\_\_Public agency paying  
(d)\_\_\_Parents paying      (e)\_\_\_Private agency paying  
(f)\_\_\_No payment      (g)\_\_\_Other (specify)  
(h) amount per month \_\_\_\_\_

V. Family History Succinct as contained in record:  
(Give summary of significant factors in family constellation, i.e., marital relationship, child-parent relationship, age of child at time of death or separation from parents, etc.)

## VI. Clinical Data at Time of Admission as Contained in Record:

- (a) Psychiatric data (give date of examination)  
(b) Medical data (neurological history, EEG, etc.)  
(c) Psychological data (what tests used, date given, I.Q., etc.)  
(d) Symptomatic behavior (if different from referral description)  
(e) Agency's diagnosis or impression  
(f) Who made diagnosis?

## VII. Preparation for Placement

- (a) Did child visit before placement? \_\_\_\_\_  
(b) Did child participate in placement plans? \_\_\_\_\_ If so, how?  
(c) Did agency being studied have direct contact with child and parents prior to placement? \_\_\_\_\_ If so, describe.  
(d) What was child's understanding of reason for placement?  
Did he want to come?

## VIII. Treatment Plan as Given in the Record:

- (a) How was plan arrived at?

Schedule XVII - page 3

VIII. (Continued)

- (b) Goals of treatment
- (c) How are these to be achieved?

IX. Work with Parents

- (a) What was the plan with parents for continued work with them during child's stay in care?
- (b) What were goals of work with parents, as expressed in the record?
- (c) Who carries responsibility for work with parents?
  - (1) How often are they seen? By whom?
  - (2) What is the plan for their visiting child?  
Do they keep to the plan?
- (d) How is work with parents coordinated with total treatment plan for child?

X. Review of Plan for Care

- (a) At what point in care is the plan reviewed?
  - (1) Is this on a planned, routine basis?
  - (2) Are review conferences held at other times (i.e., when there is an emergency or the situation changes in any way?
- (b) Is provision made on a planned basis for confirming or changing diagnosis made at time of admission?
  - (1) If so, what is diagnosis at time of the review?
- (c) Is treatment plan changed at time of review conference?
  - (1) If so, how?
- (d) Who participates in review conference?
- (e) Are reports or summaries prepared for this conference?
  - (1) By whom?

## Schedule XVII - page 4

## XI. What Does Record Show of Relationship Between the Michigan Children's Aid Society and the Referring Agency During Child's Care?

- (a) Are regular reports exchanged?
- (b) Do agency representatives attend conferences with the Michigan Children's Aid Society?
- (c) What responsibility does agency assume for child?

## XII. Evaluation (if child is still under care) of Case Records

- (a) To what degree has treatment plan been achieved
  - (1) With child?
  - (2) With parents?
  - (3) Give your estimate of effectiveness of care given, including quality of casework as indicated by case record.
  - (4) Give your criticism of program as evidenced by this record.
  - (5) Give your criticism of recording technique and method.

## XIII. Planning for Child's Discharge

- (a) How is decision reached for child to leave?
- (b) What preparations are made with child for the change?
- (c) With parents or parent substitutes?
- (d) Does plan include worker's continuing to work with child after he leaves?
  - (1) With parents?
- (e) If worker does not plan to continue with child, will he receive any follow-up service?
  - (1) If so, what kind of service?
- (f) If worker who has worked with parents does not plan to continue with them, will they receive any follow-up service?
  - (1) If so, what kind of service?

Schedule XVII - page 5

XIII. (Continued)

- (g) If child is responsibility of another agency, will follow-up work be done by it?
- (h) If another follow-up plan is made, describe it.
- (i) If child is removed from boarding home on an unplanned basis, what action is taken by the agency to attempt to insure child's well-being?
- (j) If parents or others apply for child's re-admission, is he re-admitted for care?
  - (1) Explain basis for re-admission, and procedure.

XIV. Aftercare

- (a) If child is receiving aftercare, what is aftercare plan?
- (b) How long has he received service since leaving the boarding home?
- (c) Is the aftercare plan reviewed periodically?
- (d) Is the aftercare plan limited in time?
- (e) When case is closed, is an evaluative summary included in the closing?
- (f) Are a final diagnosis and prognosis made?
  - (1) What are they?

XV. Evaluation (if child has been discharged)

- (a) Give your estimate of effectiveness of care given, from record, including quality of casework.
- (b) Give your criticism of program as evidenced by this record.
- (c) Give your criticism of recording technique and method.

XVI. Other Comments, if any.



APPENDIX C

REPORTS ON SURVEYS OF MOBILE AND ST. CLAIR COUNTIES

# Michigan United Fund, Inc.

201-206 CIVIC OFFICE BUILDING, LANSING 33, MICHIGAN  
TELEPHONE IVanhoe 5-9446

A COPY OF THIS LETTER WAS SENT TO 400 INDIVIDUALS IN MACOMB COUNTY; AND  
150 RETURNS WERE RECEIVED.

Dear Mr. & Mrs. Macomb County Resident:

I would like to invite you to take part in a survey which the United Health and Welfare Fund of Michigan (in cooperation with the Michigan Welfare League, the State Department of Social Welfare, and the Child Welfare League of America) is making in Macomb County. This survey is part of a state-wide study concerned with the Michigan Children's Aid Society as to whether the program of that agency should be enlarged or changed..

The object in Macomb County is to contact citizens like yourself to see what you consider are the problems of your area and how, if at all, you feel the Michigan Children's Aid Society can help to meet those needs.

It would be most helpful to me as coordinator in this study if you would read over the enclosed material on the Michigan Children's Aid Society and then answer the questionnaire and return it to me. A stamped envelope is enclosed for your convenience.

Thank you for your cooperation.

Sincerely yours,

(Mrs.) Myrtle K. Saul  
Director of Research

MLC:mc

Encls. (2)

AMERICAN UNITED FUND

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## QUESTIONNAIRE SENT TO MACOMB COUNTY

Will you please fill in the following questionnaire and return it in the enclosed envelope. Your name is not necessary. Your prompt attention will be greatly appreciated as the committee in charge of this study is most anxious to have a report of all the questionnaires in February.

Your occupation \_\_\_\_\_ Male \_\_\_\_\_ Female \_\_\_\_\_

1. As a citizen of Macomb County what do you think are the greatest social needs of your area?
2. How do you feel these needs might be more adequately met?
3. What services do you feel should be offered for children in your community?
4. As you have read over the services offered by the Michigan Children's Aid Society, do you feel that an expansion of these services would be helpful in your part of the state?
5. A branch of the Michigan Children's Aid Society staffed with an executive and three social workers and clerical staff would need a budget of about \$38,000 a year from the Community Chest. As you know your community, do you feel that people would be willing to increase their contributions to include this?
6. If such a branch of the Michigan Children's Aid Society were to be brought into your county, where do you feel it should be located? Do you feel its service should be county-wide?
7. Do you feel that one branch could be shared with St. Clair County? Why?
8. Comment on Community Chest in South Macomb and North Macomb.

(This information sent with each letter to Macomb and St. Clair County residents.)

## QUESTIONS AND ANSWERS ABOUT THE

## MICHIGAN CHILDREN'S AID SOCIETY

### 1. What is the Michigan Children's Aid Society?

It is a non-sectarian state-wide social agency that offers (1) adoptions; (2) service to unmarried mothers; (3) boarding home care for children; (4) institutional care for girls; and (5) protective services for children in certain areas of the state.

### 2. Who supports its work?

It is supported by individuals who make their gifts to their local Community Chest or who pay the agency for boarding care services received.

### 3. What geographical area is served?

The State of Michigan.

### 4. Who is responsible for the Society's service?

Forty-five counties of the state are serviced by branches staffed by an executive and social workers and directed by a local board of trustees. Thirty-eight counties are served by workers employed by and supervised from the central office in Detroit. The central office has an executive, two supervisors and is directed by a state board of trustees.

### 5. How are Macomb and St. Clair Counties served?

By one worker from Detroit, who divides her time between the two counties.

## THE SERVICES AS OFFERED

### 6. What is adoptive service?

The selection and supervision of a permanent home which seems best suited to meet the needs of a child available for adoption. These homes are chosen on a state-wide basis.

### 7. What is boarding care?

## 7. (continued)

The selection of a boarding home and the supervision of a child in this temporary home during a period of time when for one reason or another he cannot live with his own family.

## 8. What services are offered to the unmarried mother?

Personal counseling; medical care planning; financial planning for self as well as the baby; planning for the baby on a long-time basis whether or not the girl is placing the baby for adoption; boarding care service for the baby if the girl needs time in reaching a decision; and adoptive service if this is what the girl wishes.

## 9. What is Chapin Hall?

Chapin Hall is a state licensed home located in St. Joseph which accommodates eighteen adolescent girls who have had behavior problems in their own community.

REPORT ON SURVEY OF MACOMB COUNTY  
AS MADE AT THE MARCH 1, 1955,  
MEETING OF THE STUDY COMMITTEE

HISTORY

The visitor of today ignorant of the past history of Macomb County could scarcely realize that within 170 years a population of 267,694 people has grown up where, toward the close of the eighteenth century, bands of Indians, with a few French and American trappers, hunters and fishermen, existed. Near the present city of Mt. Clemens, Moravian missionaries established a Christian Indian village in 1762; this became the first center of subsequent settlement of that area. Previous to that time the only white inhabitants were Frenchmen or French Canadians. The county was created by Governor Cass in 1818. He named it for General Alexander Macomb, hero of Plattsburg and a native of Detroit, who was then the commander of the Department of the Lakes. Settlement progressed slowly, the interior of the county being occupied earlier than the lakeshore area. There was much illness and death among the early settlers caused by fever from the lowlands. Christian Clemens, an early resident of Mt. Clemens, was responsible for making that place the county seat, and for promoting the general interests of the county along agricultural lines. Although agriculture is still important, the cultivation of peaches and rhubarb being extensive, much of the county has in recent years become a part of Detroit's expanding suburban development.

Population shows the following growth:

<u>1910</u>	<u>1920</u>	<u>1930</u>	<u>1940</u>	<u>1950</u>	<u>Jan. 1955</u>
32,606	38,103	77,146	137,428	184,981	267,694

At the present time Macomb County is the second fastest growing county in the United States population-wise, the first being Nassau County in New York State.

On October 1, 1954, there were 16,868 children in the secondary schools of the county and 35,356 in the elementary grades, and 11,823 in the parochial schools. In May of 1954 there were 68,270 school age children (5-19) and 30,416 from infancy to four years living in the county. In January 1955 slightly more than one-eighth of the total population was under the age of four.

Area-wise Macomb is a small county, being 30 miles long and 18 miles wide and containing 461 square miles.





## Present Conditions

### Population Trends

The new residents moving into Macomb County are a young population of child-rearing ages who have on an average two children per family. Most of these people are factory workers who are buying their own homes in the area. Many of them only recently came from the South, and in certain parts of the county a large percent are Negro.

### Housing

Everywhere there is talk and plans for more and larger building projects. One 100-million-dollar project is to be started as soon as the frost is out of the ground this spring. In many parts of the county, farms have been bought by realtors and are being subdivided for building, especially along Gratiot north of Mt. Clemens and north from Centerline along Van Dyke to Utica. There are some who can see, with the coming of the St. Lawrence Seaway, an expansion of the metropolitan area even as far northward as Port Huron.

At present, people pushed by high rent (\$65-\$105 a month) and overcrowded conditions (three families totaling fourteen children living in four rooms) are buying homes and in many cases are moving into them before they are finished. Usually these families do not have the down payment necessary for completed homes and they plan to do the plastering and finishing themselves. In some situations they have lived in these homes three and four years without the interior being finished and without, in some cases, inside plumbing or water. In some of the projects, water lines have not been large enough for an adequate supply and septic tanks have not functioned properly so there has been much contamination. Raw sewage has been reported in some creeks and ditches and there has been much expressed fear of an epidemic of some sort.

### Community Spirit

Many of these people have moved away from cities hoping to avoid high taxes and the problems of urban living. However, being accustomed to city living, they are desirous of having paved streets, sidewalks, city water and sewerage, and are not a little hostile toward their present situation. Many are finding that to provide these needs for themselves presents an expense far above what they can afford. Others who have approached city, village or town councils or township supervisors have become discouraged at the lack in some cases of any appreciation for their problems. Still others have banded together and have used pressure. In this they have all too frequently found a lack of leadership, and one often hears the expression, "They won't let us have the things we need." When an attempt is made to pin down the identification of "they," it comes back to a vague reference to big business, people in authority, or metropolitan Detroit.

### Community Chest Giving

The same feeling carries over into their contributions to social agencies. The major percent of the people interviewed in person or contacted by letter expressed dissatisfaction with the present arrangement of Red Feather and Torch Fund contributions.

Everywhere was the cry, "We are not getting service for money being given." The feeling being that the Detroit agencies were unable to offer more than a very limited service to South Macomb below the Fourteen Mile Road and almost no service at all to those residents of the larger area of North Macomb.

### Transportation

Transportation was given as one of the greater factors in this lack of service. It was pointed out that although a client might be eligible to go into an agency in Detroit, those clients who needed the service were without personal transportation, and unless they lived near or on Gratiot, Van Dyke, Ten Mile Road and a very few others, public transportation was not available.

### Clients' Personal Problems

Even if public transportation were available, the prospects of needing to find their way to an agency in the large metropolitan area could financially or emotionally be so overwhelming that a client, such as an illegitimately pregnant girl, might prefer not to use an agency at all. It seems feasible to assume that the same client could find a way to contact an agency in the familiar surroundings of her own community and could get the help she needs.

There is no way to validate the conclusions of many of the individuals interviewed, but the common opinion was that at least a large number of the unmarried mothers in this area of the state are victims of the gray market, are using private individuals (doctors, lawyers, insurance people) to place their children for adoption or are disappearing into Detroit where they may obtain an abortion or may enter a hospital under an assumed married name.

One such girl going into Detroit found that her landlady knew a family who were anxious to adopt a child and would be willing to support the girl and take care of all medical expenses in return for her baby. Such an arrangement was made, and the girl entered the hospital giving the woman's name as her own so the birth of the baby was legitimate.

Apparently not understanding that adoption was not necessary, the couple filed to adopt this baby. A court investigation brought out the story, and the family, very fearful of getting into trouble, sent for the girl and returned the baby to her.

### Social Agencies in Macomb County

Except for the public agencies, the Bureau of Social Aid, the welfare, the courts, the children's worker, and the county health department, there is almost a complete lack of social agencies in Macomb County.

The Detroit agencies try to give service to the Fourteen Mile Road and some even beyond, but all are limited by distance, staff, and the great needs in Macomb County.

There is a plan to begin a Child Guidance Clinic and to build a detention home for juveniles sometime in the spring. (At present any child taken into custody must be taken to the Wayne County Detention Home.)

One of the greatest problems which the existing agencies face is that of transportation. The visiting nurses told of being called to homes where all the families wanted was a ride into Detroit, or where the persons were so marooned because of lack of transportation, all they wanted was an opportunity to talk with someone.

There are a great many constant complaints to the children's worker, to the courts, and to the welfare about children being left without supervision or being misused in unlicensed boarding homes.

### Present Service of Michigan Children's Aid Society

One worker from the Detroit office services Macomb County and St. Clair County. Her work is primarily adoptive, work with unmarried mothers, and work with children who need protective boarding care referred through the court or one of the agencies. She also does public relations work.

### Conclusions and Proposals

#### Need

There is a definite need in Macomb County not only for a Branch of the Michigan Children's Aid Society, but also for other social agencies, especially in the area of child welfare and family service.

#### Proposals

In light of the above report and my experiences in Macomb County, I would like to make the following tentative proposals:

- I. If at all possible a Branch of the Michigan Children's Aid Society should be considered for Macomb County. Should this Branch be established, it should have the following:



## (a) Staff:

- (1) A qualified executive both in experience and training.
- (2) Three to five workers whose training and experience shall qualify them for the placement and supervision of children in boarding homes and adoptive homes.
- (3) An office secretary-bookkeeper to assume general office management responsibilities.
- (4) A receptionist-typist.

## (b) Governing Body:

- (1) A rotating board.
- (2) Not to exceed 15 members in the beginning.
- (3) Representative of the community as a whole, especially the following interest groups: Board of supervisors, probate court, labor groups, industry, business, professional groups, agriculture, and health groups.
- (4) Term of office for this board to be for a period of three years; the terms of members for the first board being one-fifth of the members, one year, one-fifth of the members, two years, and one-fifth of the members, three years.

## (c) Location:

- (1) That the Branch office be located in Mt. Clemens.
- (2) That sub-offices be located in other areas of the county, especially in South Macomb, in order to make the availability of service possible for clients living at some distance from Mt. Clemens. For example, one worker could service Warren Township, Centerline, and Van Dyke, with her sub-office having a telephone answering service and interview space in the office of some other agency in Warren Township.

By having office hours certain days a week and by making home calls, it would be possible for one person to render service to a larger number of clients if she did not have to spend her time driving long distances to reach her area of service. Another worker might service East Detroit, Roseville, and St. Clair Shores in the same way, while a third worker could cover the northern and less-populated area of the county.

At least one day a week the total staff should spend in Mt. Clemens for staff meetings, case conferences, and dictation.

## (d) Function of the Branch:

As the county has been examined, the three greatest areas of need as represented in the agency's problem would be the following:

- (1) Protective services for children.
- (2) Services for unmarried mothers both before and after the birth of their babies.
- (3) Family service casework.

I propose that the function of this Branch, at least in the beginning, or until there can be the establishment of a Family Service Agency, be a combination family and child welfare agency:

- (1) That the agency have a qualified family worker on the staff who can offer help with marital problems, child-parent problems, problems of personal emotional disturbance as well as help to the unmarried mother.
- (2) That the protective services to children be offered mainly through licensed and carefully supervised boarding homes.
- (3) That this agency work with the other existing social agencies in the county and with county and state organizations in order to improve local conditions and to promote the establishment of other agencies to meet the many social needs of the area.
- (4) That this Branch be carefully and thoughtfully organized, not only to give service to the immediate county and to become financially self-sufficient, but also that it might become a model after which other existing Branches of the Michigan Children's Aid Society might pattern their programs to better meet the needs of the State of Michigan.

## (e) Agency Budget:

In order for such a Branch to be established, it would be necessary to expend approximately \$38,000 for the first year in order to employ staff, rent office space, and to obtain equipment. Presumably this would need to be done on a "faith" basis--that after the county had seen the actual working service of the agency that the local community would be willing to support the work (the same theory as used with Child Guidance Clinics).

Tentatively this \$38,000 budget would need to include the following disbursements:

- (1) Salary and Wages \$23,520
  - Executive - \$8,000+
  - 3 Caseworkers @ \$4,000 each
  - Office Secretary - \$2,120+
  - Receptionist-Typist - \$2,400+
- (2) Supplies \$ 1,292
  - Includes telephone, postage,  
office supplies & equipment.
- (3) Automobile Expense \$ 1,400
  - Operating and Mileage
  - (If the agency owns own cars  
there would need to be initial  
expense of buying cars)
- (4) Fixed Expense - Rent \$ 2,000
- (5) Children's Expense \$10,000
  - In order to cover expenses  
covering clients where there  
can be no reimbursement for  
service rendered. This is a  
very minimum figure.

The goal for the Branch would be that it would be self-sufficient, as far as the Central Office in Detroit would be concerned, through the following sources of income:

- (1) Payment by clients for service rendered (boarding care).
- (2) Budget allocation from the local community funds.
- (3) Minor gifts of interested individuals.

# Michigan United Fund, INC.

201-206 CIVIC OFFICE BUILDING, LANSING 33, MICHIGAN  
TELEPHONE IVanhoe 5-9446

A COPY OF THIS LETTER WAS SENT TO 150 INDIVIDUALS IN ST. CLAIR COUNTY; AND  
53 REPLIES WERE RETURNED.

Dear Mr. & Mrs. St. Clair County Resident:

I would like to invite you to take part in a survey which the United Health and Welfare Fund of Michigan (in cooperation with the Michigan Welfare League, the State Department of Social Welfare, and the Child Welfare League of America) is making in St. Clair County. This survey is part of a state-wide study concerned with the Michigan Children's Aid Society as to whether the program of that agency should be enlarged or changed.

The object in St. Clair County is to contact citizens like yourself to see what you consider are the problems of your area and how, if at all, you feel the Michigan Children's Aid Society can help to meet those needs.

It would be most helpful to me as coordinator in this study if you would read over the enclosed material on the Michigan Children's Aid Society and then answer the questionnaire and return it to me. A stamped envelope is enclosed for your convenience.

Thank you for your cooperation.

Sincerely yours,

(Mrs.) Myrtle R. Reul  
Director of Research

MR:nc

Encls. (2)





## QUESTIONNAIRE SENT TO ST. CLAIR COUNTY

Will you please fill in the following questionnaire and return it in the enclosed envelope. Your name is not necessary. Your prompt attention will be greatly appreciated as the committee in charge of this study is most anxious to have a report of all the questionnaires in February.

Your occupation \_\_\_\_\_ Male \_\_\_\_\_ Female \_\_\_\_\_

1. As a citizen of St. Clair County, what do you think are the greatest social needs of your area?
2. How do you feel these needs might be more adequately met?
3. What services do you feel should be offered for children in your community?
4. As you have read over the services offered by the Michigan Children's Aid Society, do you feel that an expansion of these services would be helpful in your part of the state?
5. A Branch of the Michigan Children's Aid Society staffed with three social workers and one clerical person would need a budget of about \$11,000 a year from the Community Chest. As you know your community, do you feel that people would be willing to increase their contributions to include this?
6. If such a Branch of the Michigan Children's Aid Society were to be brought into your county, where do you feel it should be located?  
  
Do you feel its service should be county-wide?
7. Do you feel that one Branch could be shared between St. Clair, Lapeer, Huron, Sanilac and Tuscola Counties?

Why?

REPORT ON SURVEY OF ST. CLAIR COUNTY  
AS MADE AT THE MARCH 1, 1955,  
MEETING OF THE STUDY COMMITTEE

HISTORY

The French explorer LaSalle in August of 1679 described the area along the St. Clair River as having "vast meadows with some hills covered with walnut, chestnut, plum and pear trees loaded with their own fruits and wild grape vines. The country is stocked with stags, wild goats and bears, turkey cocks and swans."

The history of the early settlement of St. Clair County rightfully begins with the establishment of Fort Sinclair in 1764, at what is now Port Huron, for it was at that time that the first influx of settlers came. The accessibility of the land was the factor which contributed to the early settlement.

What is now St. Clair County was originally a part of Macomb County. By the act which created Macomb County in 1818, the St. Clair area was set apart as St. Clair Township. The people of the township were not entirely satisfied with this arrangement, and it was not long before there was a movement for a separate county. The original limits of the county as laid out by the proclamation of the Governor in 1820 included all but the northwest corner of the present county of Sanilac.

The people of St. Clair County have always been deeply interested in marine activities and today the county is the motorboat capital of America. Apart from shipping, Port Huron is an important salt and industrial center.

Population shows the following growth:

<u>1910</u>	<u>1920</u>	<u>1930</u>	<u>1940</u>	<u>1950</u>	<u>Jan. 1955</u>
52,341	56,009	67,583	76,311	91,599	100,753

Area-wise, St. Clair County is 36 by 26 miles and contains 740 square miles.

Present Conditions

The population of the county is 23.4 percent Catholic, 68.6 percent Protestant, and 8 percent with no preferred religion.

Although St. Clair County is fairly wealthy, a large percent of the population depend upon employment in industry for livelihood. On

December 22, 1954, St. Clair County had 11.3 percent of the employable population out of work which was the highest for any county in the State of Michigan. The welfare director described the caseload situation as being equal to that experienced during the depression.

### Social Agencies

St. Clair County has, in addition to the public welfare agencies, the following social agencies meeting the needs of the county: The American Red Cross, Catholic Family Center, Child Guidance Clinic, Crippled Children's Society, Y.M.C.A., Boy and Girl Scouts, and the Veterans Administration.

### Expressed Social Agency Needs

Much need for a non-sectarian child-placement agency was expressed by both Catholics and non-Catholics.

The Catholic Family Center, which is the only child placement agency in the area except the court, expressed the feeling that many unmarried mothers who are now probably using private arrangements for the adoption of their children would use a non-sectarian agency when they might not come to either a sectarian agency or the court.

The general feeling was very strongly in favor of clients being offered the wider choice of both a sectarian and a non-sectarian agency.

There was some expressed concern that St. Clair County is not large enough either in population or area for the placement of adoptive children back in the same county where the natural parent lives because of the danger of identification.

There is also much need for protective services for children in the county.

### Present Service of Michigan Children's Aid Society

One worker from the Detroit office services St. Clair County and Macomb County. Her work is primarily adoptive, work with unmarried mothers, and work with children who need protective boarding care referred through the court or one of the agencies. She also does public relations work.

### Conclusions and Proposal

There is a need for a branch of the Michigan Children's Aid Society in St. Clair County, not the same pressing need as in Macomb County, but certainly a great need.

It would be my suggestion that if and when such a branch should be opened in St. Clair County it not be a shared branch with Macomb County.

If this branch should be shared with any other counties, I would suggest Sanilac, Huron, Tuscola, and part, if not all, of Lapeer, making this a regional office of the Thumb District.

#### Proposal

My proposal as a tentative solution to the situation in St. Clair County is that two workers be assigned full-time to St. Clair County. I also would like to suggest that they have desk space in the city of Port Huron with a telephone answering service so that they can be contacted not only by prospective clients but by other agencies in the community.

APPENDIX D

REPORT TO THE STUDY COMMITTEE ON  
THE MICHIGAN CHILDREN'S AID SOCIETY

MICHIGAN UNITED FUND  
201 Civic Office Building  
Lansing 33, Michigan

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REPORT TO THE STUDY COMMITTEE  
ON THE  
MICHIGAN CHILDREN'S AID SOCIETY

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by

Myrtle K. Roul,  
Director of Research and Surveyor  
for the Study Committee  
(In consultation with the Child Welfare League of America)

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November 8, 1956

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Note: Introductory material, the findings, and  
the recommendations are reproduced herein.  
The main portion of the study and appendices  
will be made available at a later date.

DEDICATION

This study is dedicated  
to the children of Michigan  
and to those who labor for  
their welfare.



GENERAL STUDY COMMITTEEChairman

Reverend Herbert Beecher Hudnut, D.D.  
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Detroit, Michigan

Assistant Chairman

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Mrs. Benjamin Marcus  
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Donald S. Slawson  
Attorney  
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Honorable Frederick T. Miles  
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Grand Haven, Michigan

\* Resigned

\*\* Appointed to the committee by the Michigan Chests and Councils Association in November 1956 to replace Dwight Adams.

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State Board of Trustees  
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State Board of Trustees of the  
Michigan Children's Aid Society  
Detroit, Michigan

Detroit, Michigan  
November 1, 1918

TO THE MICHIGAN CHILDREN'S AID SOCIETY STUDY COMMITTEE:

The Michigan United Fund has asked a representative group of the citizens of Michigan to study the Michigan Children's Aid Society with a view to recommending improvements in its care of the dependant and neglected children in the state and in its work with unmarried mothers, before and after the birth of their children.

In order to make a careful survey and to obtain factual material on the services of the Michigan Children's Aid Society, this Committee used the contributed services of Mrs. Myrtle Reul as Research Director and Surveyor for the past two years. She has visited every county in the state; she has talked with professional people, parents in adoptive homes, case workers and supervisors, lay people in every walk of life, judges in Probate Court; and also has gone over many of the case studies and records in each of the Michigan Children's Aid Society branches. No more thorough study could possibly be made.

The recommendations of this Committee will be put into effect when they have been approved by the Michigan United Fund and by the Board of the Michigan Children's Aid Society.

What the Committee has tried to do is to advance our community care for the children of Michigan who need the help and the services of a great organization like the Michigan Children's Aid Society.

---

Herbert Beecher Hulcut, D.D.

WRITER'S PREFACE

A study which covers an area as large as the state of Michigan has many persons involved in its development who can never be a recognized part of the finished product but without whose help, encouragement and assistance the study would not have been possible. To attempt to even list the names of the hundreds of people in this state who were an important part of this study is impossible; to single out certain individuals is not fair, because the contribution of each is equally great.

The fine cooperation of Mr. Robert Earstow, the board membership, and the complete staff of the Michigan Children's Aid Society should, however, be given special recognition. Throughout the two and one-half years of this study the agency personnel, central office and all of the branches, gave unselfishly of their time and shared all phases of the agency program without hesitation. It is hoped that they may see within this study the results of the help and cooperation they have given.

---

Myrtle R. Roul

Director of Research

Lansing, Michigan  
November 1, 1956

GENERAL FINDINGS

1. Michigan is one of five states with over a thirteen percent increase in population since 1950. Out of the total estimated 1955 population of 7,236,000 in the state, 2,682,291 were children nineteen years of age or younger. Of the children in the state in 1955, 15,093 were either in institutions or foster homes under the care of social welfare agencies.
2. There were 125,999 live births in Michigan in 1955. Of these, at least 5,683 were illegitimate births.

In Michigan in 1955 there were 177 marriages annulled and 17,499 divorced granted which involved 15,300 children.

3. Although Michigan is one of the most rapidly growing states in the United States, it still has large areas that are predominantly rural. There are twenty counties in 1956 where the population is less than 10,000. The local problems and available resources vary greatly from county to county. Any agency that claims to give state-wide coverage must be aware of the differences and must have a flexible program to meet the local need.
4. Michigan is one of six states that has no agency, either public or private, whose defined purpose is to offer protective services to children. There is great need in Michigan for this kind of service.

The exact number of children in Michigan who in 1956 are in need of some kind of child welfare service is not known; it can hardly be estimated; it can only be guessed. However, it is safe to say that present facilities should be doubled in order to keep pace with the growing population and the known need.

5. Any private child welfare agency in Michigan must work in close conjunction with the probate courts of the state. The eighty-three courts differ greatly in regard to philosophy, to interpretation of the law, to qualifications of personnel, and to awareness of how and when to work with other agencies.
6. Most of the social welfare agencies of the state have not planned far enough ahead for agency expansion. Requests for staff and equipment are behind the actual present needs of the community.
7. The relationship between public funds, public services and voluntary agencies throughout the state is an area of needed adjustment. Voluntary agencies are carrying services which public agencies could properly assume. The greatest need, however, is for an improved definition of public in contrast to voluntary responsibilities.

8. There are sixty private child welfare agencies in Michigan of which half serve the Detroit area. The Michigan Children's Aid Society is the only one which offers service on a state-wide basis. It is also one of seven which gives services north of the Bay-Muskegon line.
9. There are great gaps between existing agencies, especially in the area of protective services, and there is a large area of under-development of services to meet special needs of children in Michigan despite recent studies and recent progress.

Such gaps and lack of program in a community put pressures upon any private children's agency to extend "coverage" to all children requiring care or services. Voluntary funds are not sufficient to finance such coverage. A private agency which has the pressure of providing coverage of child welfare needs that should be the responsibility of a public agency finds it difficult, if not impossible, at the same time to fulfill the traditional role of a voluntary agency as a pioneer or standard-setting agency in the community.

10. Michigan does have need for a state-wide private non-sectarian agency.
11. An important and valuable service is being rendered by the Michigan Children's Aid Society. The criticism and questions of the program as contained in this report, and the suggestions for improvement, arise largely out of the shifts and changes in child welfare and the fact that the Michigan Children's Aid Society has not had sufficient funds nor adequate staff to keep pace of the changes that have occurred.
12. The services of the Michigan Children's Aid Society are needed in the State of Michigan more today than ever before in the history of the state, but the present staff and budget of the Michigan Children's Aid Society is spread far too thin to do an adequate job, and, therefore, the agency must either have considerable additional staff and working equipment or it must curtail the services offered both in the geographical area served and in the service program. If retrenchment becomes necessary the agency should offer only adoption and services to unmarried mothers.
13. There are certain northern areas and rural areas in Michigan which will probably never be able to meet the financial expense for child welfare needs within the local community, and which, therefore, must have financial help from other, more wealthy, areas. There is need in Michigan to recognize the citizen's responsibility to the whole of the state as well as to the local community.
14. Sixteen child-placement agencies in other states which were examined as a part of this study were found to have financial problems



due to the decline in large private donations and bequests and in investment income. Foundation giving has also declined. There is evidence in every state that more efforts need to be made to transfer some welfare functions to the government or to seek full reimbursement for services given to public agency clients.

#### FINDINGS - ARTICLES OF ASSOCIATION AND BY-LAWS

1. The Central Office of the Michigan Children's Aid Society is functioning under Articles of Association and a set of by-laws that were adopted in 1912 and which are outdated as far as the present practice of the agency is concerned. Nowhere in the Articles of Association or the by-laws is there a definition of the relationship between the local branches and the Central Office. There is only a casual mention of the right to establish branches. When the early branches were first established there were written propositions with the Central Office which defined the local rights and those of the Central Office. Through the years as the close relationship between the branches and the Central Office lessened due to lack of coordination and supervision, the written propositions were discarded, and the branches assumed varying degrees of autonomy dependent upon the local staff and the community. Each branch adopted its own constitution and by-laws which were, in most instances, either patterned after the Central Office or were very similar, and which are now outdated.

There is no provision in the present by-laws for branch representation on the state board or for lines of communication between the state and branch boards.

#### RECOMMENDATIONS - ARTICLES OF ASSOCIATION AND BY-LAWS

1. It is recommended that the Articles of Association and the by-laws be completely revised in order to coincide with present agency practice. The revisions should:
  - (a) Include a clear definition of the relationship between the local branches and the Central Office; and
  - (1) Provide one set of by-laws and Articles of Association broad enough in scope to be used by the Central Office and all of the branches.

#### FINDINGS - BOARDS

1. The governing body of the Michigan Children's Aid Society, according to the by-laws of the agency, is a forty-member board of trustees. The by-laws do not provide for terminal periods of membership, and until 1956 it was the general practice of the agency to re-nominate

most of the same members. While the by-laws provide for officers of the board, there is no provision for term of office.

2. The by-laws do not make provision for the number of board meetings to be held each year; the general practice has been to hold two--one in the spring and the other in the late fall. The by-laws also do not define the authority of the executive committee or provide for any accountability of this committee to the rest of the board.
3. Historically, the state board of the Michigan Children's Aid Society played a very active role in the development of that agency, not only in the formation of policy but in solicitation and personal contributions of funds, as well as agency interpretation. Over a period of years the board became less representative of the client and the area served by the agency, and less informed about the program of the complete organization or the function of the state board. Throughout the period of this study the board of trustees has become increasingly aware of its own weaknesses and has made many commendable changes in an effort to become better informed and to take a more active part in the agency program. The board membership is still not as representative of various interests, age groups and geographical areas as is necessary.
4. Few of the members of the ten branch boards had any true awareness of the Central Office or the function of the state board of trustees.

#### RECOMMENDATIONS - BOARDS

1. It is recommended that control of the Michigan Children's Aid Society, with policy-making prerogative for the total Society, be vested in the state board of trustees.
2. It is recommended that there be one set of by-laws for the total organization broad enough in scope to take care of the needs of both the state board of trustees and the branch boards, and that these by-laws include the following provisions:
  - (a) That all boards be rotative.
  - (b) That all terms of board membership be for a period of three years and that no member serve more than two successive terms.
  - (c) That all terms of office be for not more than one year, and that no officer serve for more than two terms in succession in any one office.
  - (d) That a quorum be one-third of the board.
  - (e) That inactive members can be removed.
3. It is recommended that the by-laws be revised to provide that the state board of trustees meet at least five times a year, with one meeting being an annual meeting, with the work between meetings being handled by an executive committee. It is further recommended that

the executive committee be accountable to the rest of the board. This could be accomplished by circulating the minutes of the executive committee to all board members shortly after committee meetings.

4. It is recommended that the by-laws provide that all branch boards have at least ten meetings a year, including the annual meeting, with the work between meetings being handled by an executive committee with accountability to the rest of the board.
5. It is recommended that the membership of all boards be more representative of various interests and geographical areas served by the agency, including business, labor, professional groups and rural areas, and that there be more effort to develop candidates under thirty years of age. In order to help facilitate a broader membership, it is further recommended that the nominating committees be standing committees elected by the boards so that year-around evaluation of membership may be possible.
6. It is recommended that each branch have representation on the state board of trustees in order to provide a natural channeling of information between the local and the state levels. Further, it is recommended that there be clear-cut lines of communication between the state and the branch boards provided by a policy manual and the by-laws.
7. It is recommended that branch board members be better acquainted with the state organization of the Michigan Children's Aid Society and the relationship of the local branch to the state-wide program.

#### FINDINGS - STAFF

##### General Secretary

1. The administrative staff of the Central Office is composed of three persons--a general secretary, a director of children's services, and an assistant director of children's services--who are responsible not only for the administrative direction of the Central Office, but also for direct supervision of the five field representatives who serve 38 counties, and for the supervision of a nurse and one caseworker who serve the Detroit area. The above staff is also responsible for all branch coordination and adoptive matching for the state-wide program. Because of the many diversified duties in each of the above administrative positions, a three-person staff is not sufficient to handle the present needs.
2. One important area of organizational weakness within the Central Office involves the position of the general secretary whose duties are not clear-cut, and who often is involved in direct casework and

supervision of workers. The general secretary is further handicapped in his administrative capacity by having no defined span of control so that workers, supervisors and branch personnel report directly to him.

3. The general secretary acts in the capacity of recording secretary to the state board of trustees, although the by-laws of the agency state that the general secretary is not to hold that position.

#### Branch Executive

4. Five of the ten branch executives have no graduate training in social work. Five had no prior experience in administration. Lack of graduate training and/or previous administrative experience places a present-day executive at a disadvantage in obtaining and keeping trained staff or in working with other community agencies whose executives are fully-qualified.
5. All except two of the ten branch executives are responsible for direct supervision of their staff and for casework with clients. Because of the many demands of this position, it is almost impossible for the executive to handle board interpretation and public relations, together with administrative duties and casework responsibilities, and still give some semblance of competent supervision. Too often it is the supervision which suffers.
6. Some of the branch executives do not seem to be aware of the relationship of the branch to the state organization, and their staff and board members, as well as the agencies within the local community, including the Community Chest, have little if any awareness of the function of the Central Office and of all phases of the agency program.

#### Supervisory

7. The two casework supervisors in the Central Office have been given the titles of director and assistant director of children's services. They are both hampered by too many responsibilities, due to the combination of the position of director and of supervisor that either their administrative duties or the direct supervision suffer. The duties of each position are too wide to be handled effectively by one person, regardless of the amount of overtime that may be given to the job.
8. Only two of the ten branches at the time of this study had supervisors. In the other branches the supervision was handled by the branch executive. The degree and quality of supervision varied from branch to branch and was generally weak. There is need in every branch for a casework supervisor to handle the supervision of workers.

### Institutional

9. The director of Chapin Hall is also the executive of the local branch of the Michigan Children's Aid Society. This combination of functions which are widely different creates many problems that make the separation of the branch from the institution desirable.
10. The institution is understaffed. At the present time there are two house directors, both past sixty, a cook, and a maintenance man. There are no provisions for staff emergencies or for any consistent program of casework services for the clients of the institution.

### Casework

11. The academic qualifications of the caseworkers within the Michigan Children's Aid Society vary from more than two years of graduate training in social work to less than one year of college training. Most of the branches are aware of the need for graduate social work training, but often the salaries available in the area are not sufficient to attract fully-trained staff.
12. Every branch and the Central Office areas are in need of additional caseworkers. Workers to do adoptive studies, to do boarding home finding, and to work with unmarried mothers are especially needed.
13. In order to really give state-wide coverage this agency should have 83 caseworkers. It has, at present, in all branches and the Central Office area only 34 caseworkers. The minimum number of caseworkers needed immediately in the Central Office areas, in St. Joseph and Traverse City, is ten. Marquette and Pontiac together need four. Within the next year Ann Arbor should have two, and Flint, Battle Creek, Kalamazoo and Jackson should each add one.

### RECOMMENDATIONS - STAFF

#### General Secretary

1. It is recommended that the administrative organization of the Central Office be enlarged and re-arranged to include four department heads, one assistant in public relations, and three casework supervisors. This would mean the addition of four positions and a re-definition of job responsibility for two present positions.
2. It is recommended that the position of general secretary be more clearly defined as to duties in order that he may devote more time to what are normally considered the duties of an executive.
3. It is recommended that the span of control be clearly defined in order that the number of persons reporting directly to the general



secretary be reduced to include only heads of units in order that he may devote more time to executive and managerial phases of the agency.

1. It is recommended that the general secretary not serve in the capacity of a recording secretary to the board of trustees or in any other office of the board, and that he not be burdened with taking minutes at board meetings or committee meetings.

#### Branch Executive

5. It is recommended that no future branch executive be employed who has less than two years of graduate professional training and five years of experience in child welfare.
6. It is recommended that the executives strengthen their agencies by the addition of a casework supervisor in those branches where there are two or more caseworkers.
7. It is recommended that each executive make a planned effort to improve the program of public relations.
8. It is recommended that each executive interpret to his staff and board the nature of the state-wide organization and the branch relationship to the Central Office. It is also recommended that the executives work more closely with their boards around the interpretation of total agency program so that board members are acquainted with more than one phase of the program.

#### Supervisory

9. It is recommended that the duties of direct supervision of workers in the Central Office be separated from the duties of the director and the assistant director of children's services. It is further recommended that a casework supervisor be added to the staff to give direct supervision to field representatives.

#### Institutional

10. It is recommended that the Chapin Hall staff include a trained caseworker. It is further recommended that a follow-up service be offered for all girls who have been in Chapin Hall, and that this be a joint project between the institution and the various branches of the Michigan Children's Aid Society.
11. It is recommended that the staffs of the institution Chapin Hall and the staff of the Southwestern Branch of the Michigan Children's Aid Society be separated.

#### Casework

12. It is recommended that the agency have at least one caseworker with two years of graduate social work training in each of the ten branches

and the five Central Office districts. Caseworkers with less training should be employed only with the understanding that they will take classes in graduate social work. No caseworker should be employed with less than a B.A. degree and with this training only if adequate supervision can be offered.

13. It is recommended that ten additional casework positions be added as follows: Central Office, five; St. Joseph, two; and Traverse City, three.

#### FINDINGS - COMPARISON OF BRANCHES

1. There is no consistency among the various branches as to the size of caseloads or size of staff. There is need for more local study and more coordination of the branches in order to give better services in certain areas of the state.

#### RECOMMENDATIONS - COMPARISON OF BRANCHES

1. It is recommended that more study be given to the proportion of local needs, and that some of the small branches be enlarged or strengthened with the addition of trained personnel.

#### FINDINGS - SALARIES

1. The Michigan Children's Aid Society for years has had the reputation of low salaries and large caseloads. At the present time this situation has been improved in some branches, but there is still a wide variance from one branch to another as to the salary scale that is paid. The executive in some instances is paid on a par with a caseworker in another community. The low salary scale has been a factor in staff turnover. The agency is in no position to compete with other agencies for trained and/or experienced workers. This is especially true in the Central Office districts, St. Joseph, Traverse City, and Marquette where a higher salary would help to attract better-trained and more experienced staff.

#### RECOMMENDATIONS - SALARIES

1. It is recommended that the over-all salaries be raised, and that there be more uniformity throughout the organization so that branches are not competing with each other or with other local agencies.

#### FINDINGS - CASELOADS

1. Many of the workers of the Michigan Children's Aid Society have caseloads of such size that adequate service to clientele is impossible.





Coupled with the large caseload, is coverage of a geographical area often of such size that it is not possible to give adequate service to all sections.

#### RECOMMENDATIONS - CASELOADS

1. It is recommended that there be a careful evaluation of caseloads throughout the Michigan Children's Aid Society as to:
  - (a) How cases are counted; and
  - (b) When client and service becomes a case.
2. It is recommended that the Central Office districts, the Upper Peninsula, and the Traverse City areas be reorganized in order that no worker has to travel more than fifty miles to see a client.

#### FINDINGS - INTAKE

1. The institution Chapin Hall has no definite intake policy; each case is left to the judgment of the executive. This has created confusion as referring agencies do not know what kinds of problems Chapin Hall can handle.
2. There is need for more study of children before they are removed from their own homes to determine whether the proposed plan of care is best for the child.

#### RECOMMENDATIONS - INTAKE

1. It is recommended that the agency take steps to meet its weaknesses in the area of intake and to introduce better diagnostic study of children. (Before children are removed from their own homes, why the need for placement; how the agency can best meet their needs; as well as the needs of the natural parents.)
2. It is recommended that a clear-cut intake policy be provided for Chapin Hall.

#### FINDINGS - CASEWORK SERVICES

##### General

1. The physical care given children under the care of the Michigan Children's Aid Society is of the finest. The quality of casework differs from worker to worker but is generally good considering the size of the caseloads and the amount of staff turnover. The workers of the agency are dedicated to their work and make a conscious effort to make up for shortage of staff by overtime.

2. No agency working with the kinds of emotional problems that are handled by the Michigan Children's Aid Society should be without psychological and psychiatric consultation. This agency needs a consulting psychiatrist who can be available to work with staff and to see certain clients.

#### Adoption

3. The Michigan Children's Aid Society placed 217 children for adoption in 1955. Most of these children were babies and were placed in counties other than the residence of their mothers. Preliminary matching of child to the adoptive home is done by the Central Office. The reason for this state-wide adoptive placement is (1) wider selection of available homes and (2) less possibility of the identity of the child being known. There is need for such a state-wide program in Michigan in all except the larger metropolitan areas such as Detroit, Grand Rapids and Flint.
4. The agency has a large backlog of adoptive applications on file that have not been processed due to lack of staff.
5. The agency has proposed an adoptive fee.
6. There is little if any follow-up service on adoptions.
7. Group meetings of adoptive applicants to acquaint them with the procedure of adoption has been introduced by part of the branches as a method of speeding the process of home studies. The Central Office handles the final approval of an adoptive applicant and does the preliminary matching of the child with the adoptive family. Part of the backlog of adoptive applications is due to the need for more adoptive workers.

#### Boarding Care

8. Few of the branches have recognized the importance of a constant program of in-service training of boarding parents, although most of the branches have some type of an annual get-together of the boarding parents such as a tea, dinner or picnic.
9. The Michigan Children's Aid Society gave boarding care in 1955 to 1,085 children who ranged from newborn infants to past the age of 17. Many of these children were born out of wedlock or were in boarding homes because their parents were divorced or separated. Most of the children in boarding care were returned to their own parents after a few months. A few were released for adoption. Some of the children had been in care for a few weeks, others had been in care for years.

10. There were 419 licensed boarding homes used by the Michigan Children's Aid Society in 1955. The range of time these homes had been affiliated with the agency was from a few weeks to over thirty-five years, with the average being five years and eight months. Considering the low rate of pay for boarding care and the frequent turnover of caseworkers, the contribution made by boarding parents to this agency is truly outstanding.
11. The average board rate paid by the Michigan Children's Aid Society in 1955 compared to the national average boarding rate of 1946. The low rate of pay was discouraging to boarding parents and was a factor in the need for additional homes.
12. All of the ten branches have additional needs for more boarding homes and for special homes that could handle infants, emotionally-disturbed children, adolescents, and colored children. They also need study homes to place children on an emergency basis.

#### Unmarried Mothers

13. The Michigan Children's Aid Society gave help in 1955 to 653 unmarried mothers which represents nine percent of the illegitimate births in Michigan for that year. Many of these unmarried mothers were of high school age, some were older women, and around six percent were married women. The help they wanted from the agency included medical planning, maternity care planning, financial help, adoptive planning and boarding care for the child.
14. An agency like the Michigan Children's Aid Society which works with unmarried mothers needs a fund for the purpose of making grants and loans to those mothers who need help with medical expenses, or for offering free boarding care for the babies.

#### Chapin Hall

15. The institution Chapin Hall located in St. Joseph is the only non-sectarian group care facility for adolescent girls in Michigan. It is inadequate both quantitatively and qualitatively to meet the needs and should have an expansion of program. There is need for additional like institutions in other parts of the state.
16. The institution Chapin Hall is under the direction of a local board which is also the board of the Southwestern Branch of the Michigan Children's Aid Society. Although local representation is necessary, the institution needs to be under the direction of the state board of trustees if it is to offer state-wide service.
17. The casework services of Chapin Hall are very weak. There is need for more adequate preparation of the girls for the institution, for

personal counseling while in the home, and for follow-up services. The questionable disciplinary method of the demerit system is used.

### Protective Services

18. There is no way of knowing the amount of protective services offered by the Michigan Children's Aid Society in 1955. This is because there is no clear-cut definition of what constitutes protective services; there is difference of opinion among the staff as to whether such an agency can offer protective services; and the statistical count and fact sheet used by the Michigan Children's Aid Society in 1955 did not give an accurate picture of brief service cases or services to children outside of boarding homes.

### RECOMMENDATIONS - CASEWORK SERVICES

#### General

1. It is recommended that the agency obtain psychological and psychiatric consultation services.
2. It is recommended that more casework services be given to natural parents, and if they have personal problems that they be referred to sources of help.

#### Adoption

3. It is recommended that the state-wide adoptive placement of children be continued.
4. It is recommended that six adoptive workers be added to the agency staff.
5. It is recommended that each branch and the Central Office review the backlog of adoptive applications on file and eliminate those no longer interested.
6. It is recommended that a study be made of the proportion of adoptive applications to children available for adoption. If the proportions are high, limit intake.
7. It is recommended that the Central Office method of matching the adoptive child to the home be evaluated.
8. It is recommended that all adoptive studies be staffed.
9. It is recommended that some babies be placed in the county of birth if this is a more populated area.

10. It is recommended that the agency make a concerted effort to place more older children, many of whom are living in the agency's boarding homes.
11. It is recommended that the agency put into practice its proposed plan to allow the adoptive parent to share the cost of adoption.
12. It is recommended that the agency develop more adequate follow-up service.
13. It is recommended that the Michigan Children's Aid Society evaluate every child in boarding care more than three years as to permanent plans for the future.

#### Boarding Care

14. It is recommended that the board rate be periodically revised in every branch to meet the current cost of living.
15. It is recommended that the agency solicit the boarding parents' help in an effort to determine what the board rate should include.
16. It is recommended that a planned program of in-service training for boarding parents be introduced throughout the total organization.
17. It is recommended that recruitment for new homes be continuously stimulated, especially for infants, adolescents and other hard-to-place children.
18. It is recommended that each branch recruit at least one boarding home that is able and willing to accept, without prior notice if necessary, the child who must be placed on an emergency basis.

#### Unmarried Mothers

19. It is recommended that more casework be done with the unmarried mother and that the agency provide a follow-up service.
20. It is recommended that the agency offer casework services to the alleged father.
21. It is recommended that the agency make use of boarding homes for unmarried mothers.
22. It is recommended that releases be taken in most cases shortly after the birth of the baby.
23. It is recommended that the Michigan Children's Aid Society have an unmarried mother fund large enough to meet the needs for grants, loans and free boarding care. This will cost approximately \$150.00 per client.



Chapin Hall

24. It is recommended that the program at Chapin Hall be continued; that it be expanded; and that the establishment of at least one additional such institution in another area of the state be further studied.
25. It is recommended that all policy and program of the institution Chapin Hall be the responsibility of the state board of trustees.
26. It is recommended that the Chapin Hall staff carry separate responsibilities from those of the St. Joseph Branch staff.
27. It is recommended that the staff of Chapin Hall include a trained director, a qualified caseworker, three housemothers, a cook, a secretary and a maintenance man.
28. It is recommended that the disciplinary method of the Gomerit system be eliminated.
29. It is recommended that the branches and the institution work closer together.

FINDINGS - RECORDS

1. Many of the case records of the Michigan Children's Aid Society are unnecessarily long and involved and need to be more condensed. They often are lacking also in any stated long-term plan for the child. Some of the workers seem to have difficulty in knowing what and how to record and in keeping records current. Case records are tools of treatment and must be short, explicit guides to service.

RECOMMENDATIONS - RECORDS

1. It is recommended that the total organization arrive at a common philosophy as to the purpose of record keeping and the place that adequate recording plays in treatment in order that workers will have a more professional acceptance of dictation.
2. It is recommended that closed records be removed from active files and old records (10 or more years) be condensed on cards and the files destroyed.

FINDINGS - PUBLIC RELATIONS

1. The Michigan Children's Aid Society has need for better public relations all through the organization. The public relations department of the Central Office needs to be expanded to offer services not only to the Central Office areas but also the various branches.



### RECOMMENDATIONS - PUBLIC RELATIONS

1. It is recommended that the program of public relations in the Central Office be increased in size in order to meet the public relations needs of the branches as well as the Central Office areas.
2. It is recommended that the state board of trustees and every branch board have a committee on public relations.
3. It is recommended that the public relations department be responsible for setting up a speakers bureau.

### FINDINGS - BUSINESS AND INSTITUTIONAL PLANT

#### Business Office

1. The Central Office in Detroit is not centrally-located for the work of the agency and makes a problem of extensive travel for staff.
2. The office facilities of the Central Office are inadequate for needs of staff and clients in terms of privacy, space, equipment and of general surroundings.
3. Much of the branch office facilities are very limited. The equipment is out-dated.

#### Chapin Hall

4. The office of the Southwestern Branch of the Michigan Children's Aid Society is located in Chapin Hall, the institution for adolescent girls in St. Joseph. This combination of office and staff creates problems of interruption and confusion which indicate the need for separation.
5. The building Chapin Hall, which was built in 1915, has been badly in need of major repairs for years, partly because of faulty construction and partly because of the lack of any consistent upkeep program. In the process of this study a board committee of the Michigan Children's Aid Society has been active in obtaining repair cost estimates and in raising money for repairs.
6. The construction of the building Chapin Hall is such that there is considerable wasted space throughout the building (plus sun decks at each end of the third floor which are without any practical use) which could be used and expanded to give needed additional space. This added space is needed not only for girls but also for staff who must live within the institution. At present the staff members have no provision for living quarters except for sleeping rooms.

## RECOMMENDATIONS - BUSINESS AND INSTITUTIONAL PLANT

### Business Office

1. It is recommended that the Central Office be moved from Detroit to Lansing. In any event, it is recommended that quarters be found that allow for adequate space, privacy and physical comfort in interviewing.
2. It is recommended that the present office equipment be replaced with equipment that will add to the efficiency of the organization.
3. It is recommended that each branch examine its office to see if it is adequate to handle present demands and those in the foreseeable future.

### Chapin Hall

4. It is recommended that the third floor be enlarged to the size of the other two floors. This would provide space for at least four additional bedrooms.
5. It is recommended that one of the offices used at the present time by the Southwestern Branch of the Michigan Children's Aid Society be converted into a lounge for the use of staff members.
6. It is recommended that the office of the Southwestern Branch of the Michigan Children's Aid Society be housed in separate quarters from the institution Chapin Hall.
7. It is recommended that the repairs suggested by the Michigan Children's Aid Society board committee be carried out in order that the building may be used to its maximum.
8. It is recommended that a building fund be established to take care of future repairs.

## FINDINGS - PLANS FOR EXPANSION

1. The services of the Michigan Children's Aid Society cannot be expanded to meet the needs of Michigan unless the agency establishes additional branches and regional offices.
2. In order to give adequate state-wide coverage there is need for sixteen branches of the agency, an addition of six over the present number.

### RECOMMENDATIONS - PLANS FOR EXPANSION

1. Each branch should be governed by a local board of trustees under the direction of the state board of directors with any national association serving the total agency through the Central Office. The degree of local autonomy should vary, with permission of the state board of directors, according to the amount of local support and need.
2. In the event that present or future branches plan to merge with other agencies such as Family Service, consideration should be given to their continuing membership in the state organization.
3. The suggested plan for expansion calls for (1) an expansion of the present one-county branches to include at least two counties and (2) the establishment of new branches and regional offices in the undeveloped areas of the state.
4. The suggested expansion should take place over a ten-year period and should in its entirety call for the addition of six executives, fourteen supervisors, an institution director, forty-nine caseworkers, a public relations person and thirty-four clerical workers and one housemother.

### FINDINGS - FINANCE

1. The total organization of the Michigan Children's Aid Society in 1955 had an income of \$692,862.98 of which forty-five percent came from community chests, twelve percent from the Michigan United Fund, thirty-one percent from clients, six percent from direct gifts, two percent from foundations and four percent from boards of supervisors. The total expenses for the Society were \$676,870.00 of which fifty percent was spent on direct services to children, forty-four percent on salaries and six percent on business expenses.
2. The Central Office had an income of \$216,442.65 and expenses of \$219,614.34.
3. This income is only slightly more than the 1951 income of \$213,195.09 and is below the minimum budget needed to maintain even the present standard.
4. The minimum budget on which the Central Office of the agency can exist is \$266,462.00 and that allows nothing for expansion.
5. The mean budget which is recommended for 1957 and which would allow the expansion of staff by four supervisors, ten caseworkers and six clerical workers is \$381,462.00.

6. The maximum budget, which compares to that of the Illinois Children's Home and Aid Society, would pay for the establishment of six additional branches, would more than double the present staff and would put the Michigan Children's Aid Society in a position to offer an extensive casework program to every area of the state. The maximum budget would call for \$920,696.00. However, with the establishment of more branches it would be possible to have more local support.

#### RECOMMENDATIONS - FINANCE

1. It is recommended that the Central Office of the Michigan Children's Aid Society secure the mean budget of \$301,462.00 for the coming year in order that the agency may be in a position to add minimum staff and to increase present salaries. The minimum budget for the total organization should be \$324,964.56.

#### FINDINGS - IMPROVEMENTS AND CHANGES

1. There have been many improvements and changes within the Michigan Children's Aid Society in the period of this study which have been the result of much work and cooperation on the part of staff and board members.
2. Board changes which have taken place include:
  - (a) Introduction of rotation of membership in the state board of trustees.
  - (b) Introduction of joint meetings between the state and local branch boards.
  - (c) Increased committee activity, both the formation of new committees and more activity on the part of standing committees.
    - (1) The Southwestern Michigan Branch Committee made an analysis of the program and problems of Chapin Hall including the determination of building repairs needed and the cost of refurnishing the interior. This committee was active in raising the total amount of money needed for the repairs without interference with any normal source of income. At the time this report is being written the repairs are almost completed on Chapin Hall.
  - (d) Additional emphasis was placed on the preparation and distribution of informational material about the agency for both old and new board members.
3. Administrative and program changes which have taken place are:
  - (a) Re-location of Central Office field representatives to reside in the areas they serve.
  - (b) Complete revision of the statistical system, the forms and the reporting methods used by the entire agency.
  - (c) Revision of the system and form of the monthly and annual financial reports and the method of budget review.



- (d) Preparation and application of a complete unit cost system.
- (e) Revision of method of recording and filing of cases, including the development of new face and intake sheets.
- (f) Development of a new and uniform method of referral of unmarried mothers from maternity homes and hospitals to the agency.
- (g) Formation of a branch in Macomb County which has included the formation of a board of directors, the adoption of a constitution, the preparation of budgets for both North and South Macomb, and the approval of the North Macomb budget.
- (h) Initiation of a system of periodic staff and branch executive meetings.
- (i) Development of a more consistent public relations program.
- (j) Complete revision of adoptive policies.
- (k) Writing of an adoptive procedural manual.
- (l) Development of a written manual on boarding care policy and procedure.
- (m) Placing of more emphasis on earlier adoptive placements with a resultant decrease in average age of children placed for adoption.
- (n) Placing of more emphasis on long-time planning for children in boarding care.
- (o) Faster processing of adoption applications primarily due to group interviewing which was introduced throughout the organization.
- (p) Arrangements with universities to offer courses on casework services to boarding homes and casework with unmarried parents. Present plans are being made for courses for supervisors and executives as well as caseworkers.

LETTER SENT TO THE ADMISSION AND BUDGET COMMITTEE TOGETHER WITH THE  
COPY OF THE STUDY REPORT FROM THE RESEARCH DIVISION.

To the Michigan United Fund:

Some two years ago, the Michigan United Fund asked a representative group of the citizens of Michigan to study the Michigan Children's Aid Society with a view to recommending means for improving its provisions for care of dependent and neglected children in the state and its work with unmarried mothers, before and after the birth of their children.

The Committee determined that it needed first a careful survey of the operations of the Michigan Children's Aid Society, and towards this end utilized the contributed services of Mrs. Myrtle Reul as Research Director. She has visited every branch and every county in the state; she has talked with professional people, board members, parents in adoptive homes, case workers and supervisors, lay people in all walks of life, judges in probate courts, and also has gone over the case studies and records in each of the branches. We are convinced no more thorough study could possibly be made.

The Committee has also had the benefit of the services of an excellent group of program consultants and research advisors, including the Director of Surveys of the Child Welfare League of America, as well as the assistance of an outstanding cooperating committee from the boards of the agency.

The Committee has thoroughly reviewed Mrs. Reul's survey, has adopted most of her recommendations and has revised others, has forwarded recommendations not pertaining to the Michigan United Fund directly to the agency, and hereby transmits the findings and recommendations contained herein for your approval.

What the Committee has tried to do is to advance our community care for the children of Michigan who need the help and the services of a great organization like the Michigan Children's Aid Society.

Sincerely,

Herbert Beecher Hadnut, D.D.  
Committee Chairman

November 9, 1956  
Detroit, Michigan

APPENDIX E

HISTORY OF THE MICHIGAN CHILDREN'S AID SOCIETY



## HISTORY OF THE MICHIGAN CHILDREN'S AID SOCIETY

The Michigan Children's Aid Society had its beginning, as did all other child welfare agencies of the Midwest, not in that area of the country but, actually, on the streets of New York City a decade prior to the outbreak of the Civil War. It was there that Charles Loring Brace, a student of theology, helped to establish the New York Children's Aid Society. From that time on he devoted his life to rescuing abandoned children from the streets of the world's largest city. Convinced that rural living for children would solve all emotional problems and delinquent tendencies he and his associates began to send them into the mid-western states by trainloads in groups of about a hundred each and to distribute them to farm families who gathered at designated places to receive them.<sup>1</sup>

There is no way of knowing how many of these "homeless waifs" found their way into Michigan, Illinois, and Ohio, but it has been estimated that the figure was in the tens of thousands and it brought forth both praise and bitter criticism. The praise came mainly from New York City where it was cited that arrests for juvenile delinquency dropped markedly. The chorus of protests of this system of child placement came mainly from the areas receiving children. Opponents to this idea claimed that the children were dumped without solicitude for their real welfare and that farmers used the children as slaves. They went on to say that if any farmer wished to be honest and to treat the children decently, he found they presented such behavior problems that it was too difficult to handle them without supervision or help from an agency.<sup>2</sup>

No other agency attempted to place children on such a wide scale as did the New York Children's Aid Society under Charles Brace. In 1883 a Dr. F. M. Gregg of Chicago inaugurated a plan of children's home societies which he planned to extend throughout the country. His idea was to have a society in each state, its boards of trustees to be made up largely of members of Evangelical Churches with advisory boards covering each locality with local representation "with so complete an organization that a child cannot be hurt or abused without it being known." The agency was to be primarily a means of placement for dependent and neglected children and was to include an institution for reception and examination of the children who came into its care before the placement.

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<sup>1</sup>"Social Work and Introduction to the Field," Herbert Hewitt Stroup, American Book Company, New York, p. 152.

<sup>2</sup>"Trends in Social Work," Frank J. Bruno, Columbia University Press, New York, pp. 56-60.

About the same time the children's home societies were getting started a Reverend Martin Vanarsdale, also in Chicago, became convinced that instead of supplying homes for hundreds of New York's children, Illinois should reserve its homes for the children of Chicago who needed them. He believed that good homes could be provided for homeless children if the right methods of placement were found. Consequently, he and his wife placed many children among their friends and acquaintances and were instrumental in the organization of the American Educational Society which in 1883 was chartered in the state of Illinois.<sup>1</sup>

This society was formed to aid young girls educationally and to place children with families. Later Rev. Vanarsdale was active with Dr. Gregg in the establishment of the National Children's Home Society, and as such the Illinois Society granted charters to similar agencies in other states. As the activities of this society extended outside of Illinois, it was found that work could best be done by societies incorporated in their own respective states. Consequently, by 1892 ten states had organized children's home societies, ten receiving homes were in existence, and 1,500 local advisory boards were functioning.

In Michigan the movement was sparked by a St. Joseph resident, a Dr. Amos Barlow, who visited Rev. Vanarsdale in Chicago and returned to Michigan inspired to begin a work dedicated "to find a home for every homeless child." His enthusiasm was contagious and others in the St. Joseph area were anxious to become a part of a group organized in 1891 and known as the Michigan Educational Aid Association. The stated purpose of this new agency was "to secure for every child the same care, the same love, and the same opportunities that we would have our own children receive should they be left orphaned and friendless." This society was incorporated in 1893 under the name of the Michigan Children's Home Society (later it became the Michigan Children's Aid Society), and in accordance with the state law was to be licensed annually to receive, to care for, and to permanently place dependent children. Dr. Amos Barlow was the first state superintendent.

The only other provision at this time for dependent children in Michigan was the State School at Coldwater which was created in 1871 for the purpose of offering temporary care to dependent children between the ages of 4 and 16 so they would no longer need to be housed in alms houses.<sup>2</sup>

Michigan's first welfare laws were incorporated in the Northwest Territory Laws in 1796 and provided that local justices were to appoint three overseers of the poor. "Out-door relief," as assistance to families in their own homes was called, was available, but the stringency of these

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<sup>1</sup>Stroup, p. 133.

<sup>2</sup>Public Acts of Michigan 1871, No. 172.

early laws caused many children to be bound out in apprenticeship. An early public record of 1870 reveals that the general court or sessions court was empowered to bind out in apprenticeship all poor children who had no parents or guardians able to support them properly.<sup>1</sup>

By 1876 a child could, with consent of parents or guardian, bind himself out or he could be bound out by the County Superintendent of the Poor or by the Director of the township or city. Those not so indentured were often cared for in alms houses. A special commission to investigate reformatories, poor houses, and jails was appointed in Michigan in 1869. The Commission's report submitted in 1871 reported finding 212 children under sixteen years of age in poor houses, some being denied school attendance because they were regarded as unfit to associate with other children.<sup>2</sup>

In 1881 it became unlawful to place and maintain a child in a "common poorhouse" if such a child could be admitted to the state public school.<sup>3</sup>

The newly established Michigan Children's Home Society was welcomed by thoughtful citizens throughout the state because there was no provision in Michigan for the care of homeless children under the age of four except for the alms house. The headquarters for the new organization remained at St. Joseph where a receiving home was established. As the work grew, children from all over the state were brought to St. Joseph and set out from there to permanent foster homes.

The Michigan Children's Home Society soon discovered that infants and small children did not thrive in an institution. Disease spread through cross-infection. There were a number of deaths at the receiving home. Small children required the individual care of an individual mother. This was the motivating cause in substituting boarding for institutional care. Thus began the first such boarding homes in the state of Michigan.

For twenty years the growth of the Society was slow, largely confined to the placement of children in free or adoptive homes. Gradually the agency began to realize the importance of maintaining ties within the natural family. This brought about the program of placing children in private homes on a temporary basis allowing the natural relative to visit

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<sup>1</sup>From the Laws of the Territory of Michigan, pp. 115-116.

<sup>2</sup>Report of the Special Commission to Examine the Penal Reformatory and Charitable Institutions of the State of Michigan in 1871, p. 68.

<sup>3</sup>Michigan Public Acts of 1881, No. 260.

and continue the returning of the children to their own home as soon as the situation there had sufficiently improved. However, there were always a certain number of children who could not be returned to their own homes and these were placed on a free or adoptive basis.

Branch offices were established with resources for work with children in their own homes and for temporary care in local boarding homes, so that only children to be permanently removed from their families were sent to State headquarters for placement in free or prospective adoptive homes.

The history of the establishment of the branches was a lesson in vision, cooperation, and perseverance. No two branches were established in the same way, nor set up to render exactly the same service, for they differed as did the needs and resources of each community. The establishment of a branch was always preceded by a careful analysis of the community, its social consciousness, its child-caring resources, and its outstanding needs. The branch was at first carried financially by the State office. Even in some of the wealthiest communities the branch continued for years to be partially dependent. Each branch had an executive, appointed by the superintendent of the state organization subject to the approval of a local board of directors. Nearly all the branch executives had clerical assistance, and some of the branches had case workers.

Although the branches differed in their special services, problems and reasons for being established, all of them performed four main types of work: (1) Investigation of cases of child need; (2) investigations of prospective boarding, free, and adoption homes; (3) supervision of wards of the society placed in territory covered by the branch; and (4) so-called aid work in behalf of children not permanently separated from their families. This last service necessitated the development of boarding homes in the locality of the branch office, where children temporarily deprived of their own homes might be cared for near their relatives, thus preserving family ties while the agency agent endeavored to reestablish the child's home.

The branch executives were authorized by the State Superintendent to accept for foster home care both permanent wards and children who were to be boarded temporarily. Placement of children in prospective adoptive homes was made through the State Office. This policy not only provided a state-wide field from which to select the foster home best suited to each child, but it insured the removal of the child from his own locality when he was handicapped by his environment and undesirable relatives.

The educational advantage to the community of the early branches could not be over-emphasized. The local community was given a demonstration of case work methods of child care, and the local board of directors became a nucleus of informed public opinion. Through the contact



with the State Office the local community became interested not only in local problems but in state and national child welfare movements.

Sources of Funds: The main sources of funds for the state-wide work from the beginning were: (1) Reimbursement for care of children from relatives or friends, from the counties that made appropriations for this purpose; (2) contributions from regular members of the society, or in response to letters of appeal; and (3) collections made by two solicitors (these solicitors were paid salaries and did not receive commissions).

The branch offices were usually financed by local federations. The Lansing branch was financed by public funds appropriated by the city and county. A few of the branches were still partly or wholly dependent for support upon the State Office. On the other hand, most of them contributed to the main office a certain sum ranging from \$5.00 a month from one branch to \$5,000.00 a year from Detroit. In addition, the branches reimbursed the State Office for the board of the children sent to headquarters for permanent care. When, however, a ward from a branch office was placed in a prospective adoption home, the branch paid the State Office \$25.00, the State Office agreeing to assume all further financial responsibility in behalf of the child.

Division of Work: The work of the society fell into two general divisions--work in territory covered by branch offices, and work elsewhere in the state. The work of the branches has been outlined. The remainder of the state was served by field workers sent out from the state headquarters. A field assistant to the superintendent and two field investigators inspected possible foster homes and investigated applications in behalf of children needing care. The field assistant also visited the branches and conferred with the branch executives regarding local problems. A home visitor supervised the children placed in foster homes, and a transfer agent, designated as "traveling nurse," spent her whole time placing children or transferring them from one home to another or to or from one of the receiving homes. The casework of the State Office was supervised by a children's secretary, who also planned the placements of all State wards. A financial secretary had charge of general publicity and letters of appeal, interviewed county boards of supervisors, and kept track of the work of the bookkeeper and of the two field solicitors.

The Child Welfare League of America, an association of children's agencies in the United States and Canada with progressive programs, was organized in 1920, and the Michigan Children's Home Society became a charter member in this new movement for the improvement of child care in the United States and Canada. The State Superintendent of the Michigan Children's Home Society, Rev. Albert Stoneman was the president of the new national association.

This change of emphasis for the care of children was reflected also in the action of the trustees in June, 1921, when the name of the

society was changed from the Michigan Children's Home Society to the Michigan Children's Aid Society. In the fall of 1922 headquarters were transferred from St. Joseph to Lansing, a city more centrally-located for state-wide work, and where the society could be in direct touch with state officials and organizations.

Receiving Homes: Early in its history the Michigan Children's Aid Society established a receiving home at St. Joseph. Later it disposed of the first building used and erected an attractive, three-story fireproof building of brick and concrete located on the outskirts of St. Joseph near Lake Michigan. This home had a capacity for twelve infants, eleven girls and twelve boys--a total of thirty-five children. In January, 1923, the society entered into a three-year contract with the Social Service Bureau of Lansing to take over a building formerly used by the Bureau as a temporary home for children. The capacity of the new home was six babies and twenty-four older children. The State Office agreed to care for children who were formerly provided for temporarily by the Lansing Social Service Bureau. To meet this need, and also for temporary care of its wards, the State Office developed a group of boarding homes in addition to the boarding homes used by the local branches.

#### Branch Development

##### Detroit Branch:

The first branch of the Michigan Children's Aid Society was established in Detroit in 1910. Four years afterwards the Detroit Society for the Prevention of Cruelty to Children and one of the local child-caring institutions combined to form the Detroit Children's Aid Society. The question of adjustment of work between the Detroit Branch of the Michigan Children's Aid Society and the Detroit Children's Aid Society was settled in 1918 by an agreement that the positions of general secretary of the Detroit Children's Aid Society and the executive of the Detroit Branch of the Michigan Children's Aid Society should be vested in one person and that a division of work should be made on the basis of the age of the child to be assisted. The Detroit Children's Aid Society functioned where the oldest child or the majority of the children of a family were three years of age or over. A board consisting of 39 members served both societies. Both societies were supported by the Detroit Community Fund.

##### Grand Rapids Branch:

At the time Rev. Stoneman took over the position of state superintendent the work in Grand Rapids was "a finger touched from the Society in St. Joseph." Because of the existence in Grand Rapids of the Eldest Home, the need for a local branch of the Michigan Children's Aid Society was not generally felt at first. However, as the community became more





aware of its needs, certain Michigan Children's Aid Society adoptive parents were organized as a nucleus of a branch board; they were to raise the money needed by the branch. In 1913 the Grand Rapids branch was established to perform four services not undertaken by the Elodgett Home, namely: (1) The care of children from the county outside Grand Rapids; (2) care of Negro children; (3) care of crippled children; and (4) the provision of a state-wide field for the selection of prospective adoption homes. On these grounds the branch was financed by the Grand Rapids Welfare Union which in 1917 worked out an agreement between Elodgett Home and the Grand Rapids Branch. By this agreement Elodgett Home was to give temporary care to Grand Rapids children, including foster care in boarding homes; and the Grand Rapids Branch of the Michigan Children's Aid Society was to accept children from the city who were to be permanently placed, and all children from the remainder of Kent County who needed foster care of any kind. In carrying out this agreement the Grand Rapids Branch turned over to Elodgett Home over sixty boarding homes, and it used Elodgett Home as a receiving home for most of its wards. This plan of cooperation between the Michigan Children's Aid Society Branch and the Elodgett Home was carried out by a board of trustees which by 1933 was spoken of as "the joint children's board" and had become an over-all board with each society having its own separate boards of trustees. After 1947 there was some slight conflict between the two societies which seemingly could not be settled, and in 1950 there was a dissolution of the joint arrangement with the Elodgett Home continuing the children's work in Grand Rapids hitherto carried on by the joint children's board. Early in 1951 resolutions were drawn up by the various boards at which Michigan Children's Aid Society agreed that at present except in special situations the Grand Rapids Michigan Children's Aid Society Branch would not attempt to do purely local work in Kent County, but that the Michigan Children's Aid Society Branch should serve as the center of inter-county work in the areas surrounding Kent County. It was agreed that the D. A. Elodgett Home continue supervision of children placed in Kent County by the Michigan Children's Aid Society Branch until such time as the adoptions were completed.

#### Ann Arbor Branch:

The third branch was established in Ann Arbor in 1917. The location of the University Hospital at Ann Arbor led to two unusual types of services for this branch. A state law provided that children from any part of Michigan who needed hospital treatment which their parents were financially unable to provide might be committed to the University Hospital by the Probate Court, the expense of transportation and hospital care being met by the State. After a period of hospital treatment many of these children needed convalescent care in a private home in the vicinity so that they might be near the hospital. To meet this need the Ann Arbor Branch of the Michigan Children's Aid Society developed a number of boarding homes where such children were placed under the supervision of the Society. The expense

of this care was met by the State. Another special service of the Ann Arbor Branch from the beginning was work with infants of illegitimate birth born at the University Hospital. Personal counseling was done with the unmarried mother, and where it was felt that the mother could not keep her child, the baby was accepted by the agency for placement in prospective adoptive homes.

#### Battle Creek Branch:

The branch in Battle Creek was established at the request and through the efforts of the Director of the Girls' Protective Union in 1917. Battle Creek at that time was "swarming with soldiers, their friends and their families." In the first years this new agency shared the office of the Girls' Protective Union together with the Traveler's Aid Society. The first board of directors was organized in 1918 and was instrumental in securing local assistance until the Battle Creek Community Fund was organized.

#### Flint Branch:

The Flint Branch was established in 1918 at the request of the Family Welfare Society. Minutes of the first annual meeting describe a housing shortage, inflation and increase in unmarried mother parenthood and breakdown in the established ways of living following the first World War. The actual work got under way in early 1919, and by 1922 the local branch had separate offices from the Family Welfare Society and a local board. The purpose of the society as stated in the constitution was "to investigate cases of dependent and neglected children; to receive, care for, place in suitable homes and supervise such children; to own or otherwise acquire and manage suitable receiving in the detention home; to carry on these activities for child welfare as authorized by the trustees."

Early in 1946 the Flint Branch began putting emphasis on service to the pre-school child and his family. This change in policy related directly to the needs of the community. There were other resources for care of older children. Also efforts of the community were being directed toward setting up an adoption service in the community. The Juvenile Division of the Probate Court was becoming concerned about its own adoption program and felt that some delegation of casework service should be sought elsewhere. The Michigan Children's Aid Society was equipped in staff and personnel to give continuous service to the unmarried mother group and to provide evaluative service to adoption applications. Beginning in 1946 the court began referring unmarried mother and adoption applicants. In instances where mothers, following the birth of their children, wanted permanent adoption, a petition was filed in the Probate Court by the Michigan Children's Aid Society worker alleging the child to be dependent without proper guardianship. Under a temporary care order the court then assumed the actual boarding, medical and clothing cost of the child. In

return, the agency agreed to place these children within the county except in rare instances where outside adoption plans seemed more feasible. Planning was on a case-by-case basis. The use of private agency staff and public agency funds resulted in a broader program for those mothers who desired adoption placement than would have been possible if each agency had continued to act independently. In doing so, the community discouraged independent and unauthorized placement. For the unmarried mother, the use of public funds for infant boarding care prior to adoption released her from financial responsibility at a time when she was least able to afford it.

#### Lansing Branch:

The Lansing Branch was organized in 1919 to assist the Family Service Agency then known as the Associated Charities. Prior to this time the Associated Charities in Lansing worked not only with families in their own homes but also operated an institution known as the Social Center which housed both adults and children. This method of handling homeless children eventually became inadequate as there was not enough room in the building to care for the growing numbers of children, and the probate court was not able to provide resources, so a branch of the Michigan Children's Aid Society was organized.

For the first two years the new agency was housed in an office with the Associated Charities, but a fire destroyed the building, and after the fire the family agency was reorganized under the name of the Social Service Bureau. The children's agency remained the Lansing Branch of the Michigan Children's Aid Society. The building called the Social Center remained under the jurisdiction of the Social Service Bureau and housed mothers and children for temporary periods. The earliest working agreement reads: "The Bureau cares for at the Center all women and children who need temporary shelter only. The Children's Aid Society cares for children who need long-time boarding care or are for adoption. The decision as to who shall handle the case is usually made at the time of first application. If it appears that only a temporary plan is necessary, it is referred to the Bureau; if it appears permanent or at least long-time care will be needed, it is referred to the Michigan Children's Aid Society--no matter to whom the first application is made. Cases at first cared for by the Bureau are frequently referred later to Michigan Children's Aid Society if a situation which at first appears to be temporary turns out to be permanent."

The Michigan Children's Aid Society was also used as a place of referral of unmarried mothers who return to Lansing with their babies after confinement elsewhere.

In 1923 after the State headquarters for the Michigan Children's Aid Society had moved to Lansing, the State Office entered into a three-year

contract with the Social Service Bureau to take over the building known as the Social Center to be used as a receiving home.

The next written working agreement between the Social Service Bureau and the Lansing Branch of the Michigan Children's Aid Society was in 1935 and reads in part as follows: "The Michigan Children's Aid Society is responsible for: Casework for dependent and neglected children in Lansing and Ingham County, committed to the Society by the courts, parents or guardians; children who are wards of the Society; and cases of illegitimacy when the child is to be boarded outside the home or to be placed for adoption."

By 1940 it was agreed that the Michigan Children's Aid Society was responsible for all unmarried parent cases. For the next ten years there continued to be a very flexible working relationship between these two agencies with cases handled jointly and referred back and forth. About 1950 there came a strong interest in a merger between the two with much pro and con of feeling. In 1956 at the time of this study a local study was being conducted with recommendations of a merger between the Michigan Children's Aid Society, Family Service Agency, the Big Brothers, and the Community Nursery, the new agency to be known as the Social Service Center.

#### Upper Peninsula Branch:

The branch located at Marquette to serve the 15 counties of the Upper Peninsula was organized in 1919. Rev. Stoneman felt that the establishment of this branch was the greatest accomplishment of his administration. Prior to the establishment of this branch children from the Upper Peninsula were brought to the receiving home in St. Joseph by train. A large number of the children coming to St. Joseph were from this area, and the nurse from the St. Joseph office was known by every conductor on the line as the "children's worker." As was true in several of the branches, the first field worker in Marquette was a nurse. Much of the work of this branch has been with Indian children and children coming to the Northern Michigan Children's Clinic for treatment. Through the years this branch has done extensive pioneer work in child welfare in the Upper Peninsula, but it has also been beset with three major problems: one, that of staff, the staff for the most part has consisted of an executive and one worker to cover the total area of the 15 counties; two, that of distance, the counties at the extreme ends of the state are so far from Marquette that little actual service can be offered with such a small staff; and three, finance, there has never been enough money to pay comparable salaries and boarding rates with the southern part of the state.

#### Kalamazoo and Pontiac Branches:

In 1920 two new branches were established in response to invitations from local organizations--the Family Welfare Society in Pontiac and the Civic Improvement League in Kalamazoo.

### Traverse City Branch:

The Central Michigan District, Michigan Children's Aid Society, was established with headquarters at Traverse City in 1937 at the request of the Central Michigan Children's Clinic which needed a facility for boarding convalescent children where they could be close to the medical supervision of the clinic. At that time funds were provided by the Children's Fund of Michigan and by a small foundation set up by the president of the state board of trustees of the agency, Edwin S. George. There was one worker at that time and the branch was responsible for the agency's work in 18 counties. The Children's Clinic provided office space with secretarial service.

In 1943 an advisory board was established for the branch consisting of seven persons from four counties. By that time a caseworker and a full-time office secretary had been added to the staff.

In 1946 the staff had been increased by an additional caseworker, and the quarters at the clinic were becoming too small, so the office was moved to the present location. The composition of the district has been variable, counties being added or taken away according to the personnel situation in the Central Office and in the branch. In general, from 1946 to 1954 when the organization came into the Michigan United Fund, between one-fourth and one-third of the funds expended by the branch were raised locally.

At the time of this study the Traverse City Branch was offering service to 17 counties located in the northwestern part of the state.

### St. Joseph Branch:

The early history of this branch has already been given. The only change made has been in the emphasis on the program of the institution. Although this branch incorporates as an institution, it carries out the function of any other branch of the Michigan Children's Aid Society and serves a five-county area.

The institution at St. Joseph, built as a receiving home, was transferred into a unit providing for group life of adolescent girls. Following a survey by Dr. Cheney C. Jones of Boston, the State Board of Trustees in 1944 voted to continue this program on an enlarged basis under the name of Chapin Hall.

### Jackson Branch:

In the summer of 1937 a welfare survey was made in Jackson by the staff of the Detroit Council of Social Agencies. In this study it was recognized that the field representative of the Michigan Children's Aid Society had been very helpful to the community in the casework program of

the Day Nursery and other projects. In the first years of World War II the Michigan Children's Aid Society under the Joint Children's Board employed a caseworker in the Jackson Day Nursery to do casework with the families of the children placed in the nursery. The Central Office in Detroit paid half of the salary and supervised the project; the rest of the expense was paid by the local day nursery. This caseworker came one day a week and had more cases than she could handle, so it became apparent that a branch of the Michigan Children's Aid Society would be most helpful. At the request of the Community Fund the branch was established in 1943 under the direction of the Joint Children's Board. The part-time worker connected with the Day Nursery was set up to work with families of children and to assist in the coordination of the child care agencies operating in Jackson County. It was not long before this arrangement could no longer meet the community needs. Early in 1944 the need for a Family Service Agency became apparent. Such an agency was established, and it shared offices with the Michigan Children's Aid Society and was controlled by the same board. In 1945 the Family Service Agency was accepted by the Community Chest, and shortly after requested to be severed from the Joint Children's Board and to become an independent agency with its own board. This was accomplished in November of 1945. The Joint Children's Board was dissolved and a separate board was set up for both agencies.

#### Macomb Branch:

As a part of this study a survey study was made by this surveyor in Macomb and St. Clair Counties in 1954 and 1955 for the purpose of determining the advisability of establishing a branch in that area of the state. The need for a branch was established in Macomb County, and the recommendation was made by this writer that such a branch be set up to offer combined services of family service and child placement. Such a branch is in the process of being established.

#### Articles of Incorporation

The Society was originally incorporated in 1893 under the name "The American Educational Aid Association" under Act 20, Public Acts of 1893, which was repealed by Act 84, P.A. 1921, with a name change to "The Michigan Children's Aid Society." This last Act was in time repealed by Act 327, P.A. 1931 (the present General Corporation Act), under which the Society now exists as a corporation.

#### Purpose of the Organization:

The original statement in the 1893 Articles is as follows: "The object for which this Association is organized is to seek homeless, neglected and destitute children, and to become their friend and protector, to find homes for them in well-to-do families, and to place them there wisely with the least possible delay, and, in exceptional cases, to give aid, if possible, in obtaining a practical education."

This statement was amended in 1912 to read as follows: "The object of this corporation is to seek, care for, place in suitable homes and oversee homeless, neglected or needy children, and to own or otherwise acquire and manage suitable receiving and detention homes for such children."

A new statement of purpose was adopted October 26, 1922, and reads as follows: "The object of this corporation is to investigate cases of dependent and neglected children; to receive, care for, place in suitable homes and supervise such children; to own or otherwise acquire and manage suitable receiving and detention homes; to carry on other activities for child welfare, as authorized by the Trustees."

The corporation was to be financed by income from endowment funds, trust funds, foundations established for specific purposes, by the solicitation of contributions from individuals, firms and corporations, both for current expense and for further endowment, and by the establishment of membership in the Society based on specific dues as provided in Article VII in said Articles of the association.

The term of existence of this corporation was left without limit, it being perpetual, as authorized and provided by the laws of the state of Michigan.

The management of the corporation was to be in a board of trustees, consisting of forty members, all of whom were to be residents of the state of Michigan. The work of the agency was to be handled by a state superintendent.

#### State Superintendents

There have been only five state superintendents in the history of the organization. The first was Dr. Amos Burlew who founded the agency in 1891. He was recommended by his local board to the National Board of Directors of the American Educational Aid Association to be appointed as State Superintendent of the Michigan Educational Aid Association in 1892. He resigned in 1903 and was followed by Mrs. Cera Larping who had been his financial soliciting agent. Mrs. Larping was succeeded in 1913 by Rev. Albert Stoneman who had been the pastor of a local St. Joseph church and was very closely related to the program of the agency. In the sixteen years of Rev. Stoneman's superintendency nine new branches were organized, and the agency spread from a few communities in southern Michigan to include the total state. The State Office was moved from St. Joseph to Lansing and from Lansing to Detroit in an attempt to get better financial backing for the work which had been the big problem.

Rev. Stoneman resigned in 1929 and was followed by Fred R. Johnson whose personal experience had been in the area of corrections and probation. Mr. Johnson had the difficult task of leading the agency through

the depression when staff and financial expenditures had to be cut to an all-time low. Caseloads increased with the many problems of the times, and salaries and board rates were cut or could not be paid at all. In the days of the depression and the first years of the Second World War there was gradual lessening of supervision to the branches with the result that the branches looked less to Detroit for direction and began to question the expenditure of money to the central office for supervision. Caseworkers who had carried large caseloads at reduced salaries in the years of the depression continued to struggle under these same conditions. Other facilities in the state had grown and the Michigan Children's Aid Society was having difficulty competing for workers. Two new branches were established. The building, Chapin Hall, in St. Joseph was badly in need of repairs. The state board of trustees was not as keenly aware of the many problems of the Society as was needed.

In 1953 Mr. Johnson resigned and Robert H. Earstow took over the state superintendent's position. The agency's number one problem at this time was a financial one. The Michigan Children's Aid Society from its very beginning and all through its history (as has been true of private agencies in other states) has been plagued with financial woes, but with the expiration of the Children's Fund the problem was critical. These were the many needs that led to the request for this study.



APPENDIX F

COMPARISON OF THE TEN BRANCHES OF  
THE MICHIGAN CHILDREN'S AID SOCIETY

TABLE XIX

BRANCHES OF THE MICHIGAN CHILDREN'S AID SOCIETY  
 RANKED ACCORDING TO THE NUMBER OF CHILDREN LIVING  
 WITHIN THE AREA SERVED BY THE BRANCH IN 1935

<u>Name of Branch</u>	<u>No. Children Under 20 Living Within Area of the Branch</u>
1. Pontiac . . . . .	226,791
2. Flint . . . . .	129,591
3. St. Joseph . . . . .	123,291
4. Marquette . . . . .	111,608
5. Traverse City . . . . .	79,522
6. Lansing . . . . .	68,198
7. Kalamazoo . . . . .	51,466
8. Ann Arbor . . . . .	49,490
9. Battle Creek . . . . .	45,748
10. Jackson . . . . .	42,196

TABLE XX

BRANCHES OF THE MICHIGAN CHILDREN'S AID SOCIETY  
 RANKED ACCORDING TO THE NUMBER OF DIVORCES IN  
 THE AREA IN 1935

<u>Name of Branch</u>	<u>Number of Divorces Granted in Area Served by the Branch</u>
1. Pontiac . . . . .	1,413
2. Flint . . . . .	1,391
3. St. Joseph . . . . .	665
4. Lansing . . . . .	618
5. Battle Creek . . . . .	456
6. Kalamazoo . . . . .	391
7. Ann Arbor . . . . .	367
8. Jackson . . . . .	355
9. Marquette . . . . .	347
10. Traverse City . . . . .	261

TABLE XXI

BRANCHES OF THE MICHIGAN CHILDREN'S AID SOCIETY  
 RANKED ACCORDING TO RATE OF ILLEGITIMACY IN THE AREA  
 1955

	<u>Name of Branch</u>	<u>Number of Live Illegitimate Births in the Area Served by the Branch</u>	<u>Number of Unmarried Mothers Given Help by Each Branch in 1955</u>
1.	Flint . . . . .	352	152
2.	Pontiac . . . . .	333	51
3.	St. Joseph . . . . .	186	14
4.	Marquette . . . . .	127	29
5.	Lansing . . . . .	124	47
6.	Traverse City . . . . .	119	22
7.	Ann Arbor . . . . .	116	33
8.	Kalamazoo . . . . .	95	37
9.	Jackson . . . . .	87	35
10.	Battle Creek . . . . .	75	37

TABLE XXII

BRANCHES OF THE MICHIGAN CHILDREN'S AID SOCIETY  
 RANKED ACCORDING TO SIZE OF PROFESSIONAL STAFF POSITIONS  
 1955

	<u>Name of Branch</u>	<u>Area Served</u>	<u>Number of Professional Staff</u>		
			<u>Executive</u>	<u>Supervisor</u>	<u>Caseworkers</u>
1.	Flint . . . . .	1 county	1	1	6
2.	Lansing . . . . .	1 county	1	1	4
3.	Pontiac . . . . .	1 county	1	1*	3
4.	Jackson . . . . .	1 county	1	-	3
5.	Battle Creek . . . . .	1 county	1	-	2½
6.	Ann Arbor . . . . .	1 county	1	-	2
7.	Kalamazoo . . . . .	1 county	1	-	2
8.	Marquette . . . . .	15 counties	1	-	2
9.	Traverse City . . . . .	17 counties	1	-	1½
10.	St. Joseph . . . . .	5 counties	1	-	1

\*Not filled at time of study.

## TABLE XXIII

BRANCHES OF THE MICHIGAN CHILDREN'S AID SOCIETY  
RANKED ACCORDING TO VOLUME OF SERVICE OFFERED  
1935CHILDREN IN BOARDING CARE

	<u>Name of Branch</u>	<u>Number of Children</u>	<u>Rank According to Number of Staff</u>
1.	Flint . . . . .	101	1
2.	Lansing . . . . .	105	2
3.	Pontiac . . . . .	98	3
4.	Marquette . . . . .	90	4
5.	Traverse City . . . . .	83	5
6.	Battle Creek . . . . .	86	6
7.	Ann Arbor . . . . .	32	6
8.	Kalamazoo . . . . .	75	7
9.	Jackson . . . . .	64	4
10.	St. Joseph . . . . .	35	10

## TABLE XXIV

CHILDREN PLACED FOR ADOPTION BY  
MICHIGAN CHILDREN'S AID SOCIETY BRANCHES  
1935

	<u>Name of Branch</u>	<u>Number of Children</u>	<u>Rank According to Number of Staff</u>
1.	Flint . . . . .	40	1
2.	Pontiac . . . . .	19	3
3.	Kalamazoo . . . . .	16	7
4.	Jackson ) Lansing ) Ann Arbor )	11	(6 (2 (2
5.	Traverse City . . . . .	9	9
6.	St. Joseph . . . . .	9	10
7.	Marquette . . . . .	8	8
8.	Battle Creek . . . . .	7	5

TABLE XAV

ADOPTION HOMES STUDIED AND APPROVED  
1955

	<u>Name of Branch</u>	<u>Number of Homes</u>	<u>Rank According to Number of Staff</u>
1.	Flint . . . . .	39	1
2.	Kalamazoo . . . . .	23	7
3.	Jackson . . . . .	17	4
4.	Traverse City . . . . .	15	9
5.	Pontiac . . . . .	14	3
6.	Ann Arbor and Marquette .	13	8
7.	Lansing . . . . .	10	2
8.	Battle Creek . . . . .	8	5
9.	St. Joseph . . . . .	3	10

TABLE XXVI

SERVICES TO UNMARRIED MOTHERS  
1955

	<u>Name of Branch</u>	<u>Number of Unmarried Mothers</u>	<u>Rank According to Number of Staff</u>
1.	Flint . . . . .	162	1
2.	Pontiac . . . . .	51	3
3.	Lansing . . . . .	47	2
4.	Kalamazoo . . . . .	39	7
5.	Battle Creek . . . . .	37	5
6.	Jackson . . . . .	36	4
7.	Ann Arbor . . . . .	33	6
8.	Traverse City . . . . .	31	9
9.	Marquette . . . . .	29	8
10.	St. Joseph . . . . .	14	10

TABLE XXVII

## CHAPIN HALL

	<u>Name of Branch</u>	<u>Girls at Chapin Hall</u>	<u>Rank According to Number of Staff</u>
1.	St. Joseph . . . . .	6	10
2.	Marquette . . . . .	5	8
3.	Battle Creek . . . . .	3	5
4.	Jackson & Traverse City .	2	4 & 9
5.	Kalamazoo . . . . .	1	7

APPENDIX G

TABLES SHOWING AGENCIES AND PERCENTAGES OF EXPENSE OF THE  
MICHIGAN CHILDREN'S AID SOCIETY FOR THE YEAR OF 1955

TABLE XVIII

AREAS OF EXPENSE OF THE  
MICHIGAN CHILDREN'S AID SOCIETY  
FOR THE YEAR 1955

<u>Area of Expense</u>	<u>Central Office</u>		<u>Total Organization</u>	
TOTAL . . . . .	\$219,614.34	100%	\$576,870.00	100%
Care of Children . . . . .	71,802.06	33%	204,413.00	42%
Salaries:				
Administrative and Pro-				
fessional . . . . .	66,986.11	30%	192,314.00	24%
Clerical and Maintenance	48,923.03	19%	110,754.00	19%
Direct Program . . . . .	29,652.95	13%	50,508.00	9%
Non-Direct Program . . . . .	10,243.09	5%	38,821.00	7%

TABLE XIX

PERCENTAGES OF EXPENSES AS DIVIDED AMONG  
THE VARIOUS SERVICES OFFERED BY THE  
MICHIGAN CHILDREN'S AID SOCIETY  
IN 1955

<u>Services</u>	<u>Central Office</u>	<u>Branches</u>		
TOTAL . . . . .	100%	100%	-	100%
Adoption . . . . .	13%	13%	-	7%
Boarding Care . . . . .	47%	75%	-	31%
Chapin Hall . . . . .	10%	--	-	--
Protective Service . . . . .	6%	2%	-	4%
Unmarried Mothers . . . . .	16%	10%	-	14%
Service to Branches, Admin- istration, Publicity, etc.	6%	--	-	--

APPENDIX II

PROPOSED STATE-WIDE BUDGET FOR THE  
EXPANSION OF THE MICHIGAN CHILDREN'S AID SOCIETY  
TO INCLUDE SIXTEEN REGIONAL BRANCHES



PROPOSED STATE-WIDE BUDGET FOR THE  
EXPANSION OF THE MICHIGAN CHILDREN'S AID SOCIETY  
TO INCLUDE SIXTEEN REGIONAL BRANCHES

The following proposed budget for the Michigan Children's Aid Society shows an estimation of the cost to establish the suggested new branches, to adequately staff existing branches and the central office in order that coordination and consultive services can be offered on a state-wide basis.

Anyone examining this budget should keep in mind that most of the current operation cost of a branch can be raised in the area of the local branch.

CENTRAL OFFICE

Administrative and Professional Salaries

Executive	\$10,500	
Director of Children's Services	9,000	
Supervisory Consultants:		
Foster Care	8,000	
Unmarried Mothers	8,000	
Research	8,000	
Financial	8,000	
Public Relations	8,000	\$ 59,500

Clerical and Maintenance

1 Statistician	\$ 4,000	
1 Bookkeeper	4,000	
4 Secretaries @ \$4000 each	16,000	
2 Typists @ \$3500 each	7,000	\$1,000
Retirement	6,020	6,020
Quarters and Equipment	6,000	6,000
Supplies and Services (Incl. public relations expense)	8,000	8,000
Travel Expense	11,520	11,520
Miscellaneous	1,000	1,000
Total		\$123,040

ALPENA BRANCHAdministrative and Professional Salaries

1 Executive	\$ 8,000	
1 Supervisor	6,000	
4 Caseworkers @ \$5000 each	<u>20,000</u>	\$ 34,000

Clerical and Maintenance

1 Secretary-Bookkeeper	\$ 4,000	
2 Typists @ \$3500 each	<u>7,000</u>	11,000

Retirement	\$ 3,220	3,220
Quarters and Equipment	4,000	4,000
Travel Expense	5,000	5,000
Supplies and Services	2,000	2,000
Direct Care Funds (Incl. Ped., Psy. & Psy. Serv.)	<u>20,000</u>	<u>20,000</u>

Total		\$ 79,220
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CHAPIN HALL STAFF

Director	\$ 7,500	
Caseworker	5,000	
2 Housemothers	9,000	
1 Typist-Bookkeeper	4,000	
1 Maintenance Man	<u>4,000</u>	\$ 29,500

Quarters and Equipment	\$ 2,000	2,000
Supplies and Services	<u>1,000</u>	<u>1,000</u>

Total		\$ 32,500
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DETROIT BRANCHAdministrative and Professional Salaries

1 Executive	\$ 8,000	
1 Caseworker	<u>5,000</u>	\$ 13,000

Clerical and Maintenance

1 Secretary-Bookkeeper-Typist	\$ 4,500	4,500
-------------------------------	----------	-------

Retirement	\$ 1,000	1,000
Quarters and Equipment	4,000	4,000
Travel Expense	2,000	2,000
Supplies and Services	2,000	2,000
Direct Care Funds (Incl. Ped., Psy., & Psy. Serv.)	<u>10,000</u>	<u>10,000</u>

Total		\$ 38,500
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HOLLAND BRANCHAdministrative and Professional Salaries

1 Executive	\$ 8,500	
1 Casework Supervisor	6,500	
7 Caseworkers @ \$5000 each	<u>35,000</u>	\$ 50,000

Clerical and Maintenance

1 Secretary-Bookkeeper	\$ 4,500	
1 Secretary	4,000	
1 Typist	<u>3,500</u>	12,000

Retirement	\$ 3,643	3,643
Quarters and Equipment	4,000	4,000
Travel Expense	4,000	4,000
Supplies and Services	2,000	2,000
Direct Care Funds (Incl. Ped. Psy. & Psy. Serv.)	<u>30,000</u>	<u>30,000</u>

Total		\$135,643
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LUDINGTON BRANCHAdministrative and Professional Salaries

1 Executive	\$ 8,000	
1 Supervisor	6,000	
4 Caseworkers	<u>20,000</u>	\$ 34,000

Clerical and Maintenance

1 Secretary-Bookkeeper	\$ 4,000	
2 Typists @ \$3500	<u>7,000</u>	11,000

Retirement	\$ 3,220	3,220
Quarters and Equipment	4,000	4,000
Travel Expense	6,000	6,000
Supplies and Services	2,000	2,000
Direct Care Funds (Incl. Ped. Psy. Serv.)	<u>30,000</u>	<u>30,000</u>

Total		\$ 90,220
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INCOME COUNTY BRANCHAdministrative and Professional Salaries

1 Executive	\$ 8,500	
1 Casework Supervisor	6,500	
5 Caseworkers @ \$5000 each	<u>25,000</u>	\$ 40,000

McComb County Branch - Continued

Clerical and Maintenance

1 Secretary-Bookkeeper	\$ 4,500	
1 Secretary	4,000	
1 Typist	<u>3,500</u>	\$ 12,000
Retirement	\$ 3,043	3,043
Quarters and Equipment	4,000	4,000
Travel Expense	4,000	4,000
Supplies and Services	2,000	2,000
Direct Care Funds (Incl. Fed. Psy. & Psy. Serv.)	<u>30,000</u>	<u>30,000</u>
Total		\$ 95,043

NEBLETSO BRANCH

Administrative and Professional Salaries

1 Executive	\$ 6,000	
1 Casework Supervisor	6,000	
7 Caseworkers @ \$5000 each	<u>35,000</u>	\$ 49,000
<u>Clerical and Maintenance</u>		
1 Secretary-Bookkeeper	\$ 4,000	
3 Typists @ \$3500 each	<u>10,500</u>	14,500
Retirement	\$ 4,150	4,150
Quarters and Equipment	4,000	4,000
Travel Expense	6,000	6,000
Supplies and Services	2,000	2,000
Direct Care Funds (Incl. Fed. Psy. & Psy. Serv.)	<u>25,000</u>	<u>25,000</u>
Total		\$ 98,650

PORT HURON BRANCH

Administrative and Professional Salaries

1 Executive	\$ 6,000	
1 Casework Supervisor	6,000	
4 Caseworkers @ \$5000 each	<u>20,000</u>	\$ 34,000
<u>Clerical and Maintenance</u>		
1 Secretary-Bookkeeper	\$ 4,000	
2 Typists @ \$3500 each	<u>7,000</u>	11,000
Retirement	\$ 3,220	3,220
Quarters and Equipment	4,000	4,000

## Port Huron Branch - Continued

Travel Expense	\$ 6,000	\$ 6,000
Supplies and Services	2,000	2,000
Direct Care Funds (Incl. Pod. Psy. & Psy. Serv.)	<u>30,000</u>	<u>30,000</u>
Total		\$ 90,220

ST. JOSEPH BRANCHAdministrative and Professional Salaries

1 Executive	\$ 8,000	
1 Casework Supervisor	6,000	
4 Caseworkers @ \$5000 each	<u>20,000</u>	\$ 34,000

Clerical and Maintenance

1 Secretary-Bookkeeper	\$ 4,000	
2 Typists @ \$2500 each	<u>7,000</u>	11,000

Retirement	\$ 3,840	3,840
Quarters and Equipment	4,000	4,000
Travel Expense	4,000	4,000
Supplies and Services (Incl. Chapin Hall)	10,200	10,200
Direct Care Funds (Incl. Pod. Psy. & Psy. Serv.)	<u>25,000</u>	<u>25,000</u>
Total		\$ 81,840

UPPER PENINSULA REGIONAL OFFICE  
MARQUETTE BRANCHAdministrative and Professional Salaries

1 Executive	\$ 8,500	
1 Casework Supervisor	6,500	
1 Caseworker	<u>5,000</u>	\$ 20,000

Clerical and Maintenance

1 Secretary-Bookkeeper	\$ 4,500	
1 Typist	<u>3,500</u>	8,000

Escanaba Office

1 Caseworker	\$ 5,000	
1 Typist	<u>3,500</u>	8,500

Houghton Office

1 Caseworker	\$ 5,000	
1 Typist	<u>3,500</u>	8,500

Ironwood Office

1 Caseworker	\$ 5,000	
1 Typist	<u>3,500</u>	\$ 8,500

Sault Ste. Marie Office

1 Caseworker	\$ 5,000	
1 Typist	<u>3,500</u>	8,500

Retirement	\$ 4,000	4,000
Quarters and Equipment	5,500	5,500
Supplies and Services	3,000	3,000
Travel Expense	5,000	5,000
Direct Care Funds (Incl. Ped. Psy. & Psy. Serv.)	<u>35,000</u>	<u>35,000</u>

Total		\$106,500
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TRAVERSE CITY BRANCHAdministrative and Professional Salaries

1 Executive	\$ 8,000	
1 Casework Supervisor	6,000	
4 Caseworkers @ \$3500 each	<u>20,000</u>	\$ 34,000

Clerical and Maintenance

1 Secretary-Bookkeeper	4,000	
2 Typists @ \$2500 each	<u>7,000</u>	11,000

Retirement	\$ 3,220	3,220
Quarters and Equipment	4,000	4,000
Travel Expense	6,000	6,000
Supplies and Services	2,000	2,000
Direct Care Funds (Incl. Ped. Psy. & Psy. Serv.)	<u>20,000</u>	<u>20,000</u>

Total		\$ 90,220
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If the staffs of the existing branches in Ann Arbor, Battle Creek, Flint, Jackson, Kalamazoo, Lansing and Pontiac are enlarged to meet present needs and to give services to the suggested expanded areas, their budgets should be enlarged accordingly.

Ann Arbor	\$100,643
Battle Creek	90,220
Flint	110,643
Jackson	90,220
Kalamazoo	90,220
Lansing	100,643
Pontiac	<u>110,643</u>
	693,232

GRAND TOTAL	<u>\$1,729,123</u>
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