

**Title:** AFSCME Public Policy Analysis Department Records

**Extent:** 5 linear feet (5 storage boxes)

**Date:** 1968-1981  
(Bulk 1978-1979)

**Repository Name:** Walter P. Reuther Library  
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**Creators:** AFSCME Public Policy Analysis Department

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**Language:** Material entirely in English.

**Access Restrictions:** Records are open for research.

**Use Restrictions:** Refer to the Walter P. Reuther Library *Rules for Use of Archival Materials*.

**Notes:** Citation style: "AFSCME Public Policy Analysis Department Records, Walter P. Reuther Library, Wayne State University"

**Admin/Bio History:** The AFSCME Department of Public Policy Analysis was active in the 1970's in reviewing, analyzing, and influencing public policy and legislation that could directly or indirectly affect the livelihoods of AFSCME members. The Department looked at areas such as state and national legislation, state and national economic conditions, mental health care worker issues, and deinstitutionalization. This resulted in correspondence with AFSCME members, state and national governmental agencies, and health organizations along with the issuance of reports, studies, resolutions, and statements concerning various subjects of importance to the AFSCME membership.

The main subject of this collection is deinstitutionalization. Deinstitutionalization represented a major change in philosophy for mental health treatment delivery and was the term given to the process where mentally ill patients were moved out of large public hospitals and into smaller community-based treatment facilities. Typically, the large public (state) hospitals were then closed. The process began in 1955 with the introduction of new psychiatric medications by the National Institute of Mental Health (NIMH) into state hospitals. These new medicines offered the possibility of less-restrictive care for the mentally ill outside of the inpatient hospital setting. The deinstitutionalization trend accelerated after the passage of the Community Mental Health Centers Act in 1963 and then continued throughout the 1970's and 1980's. According to a 1995 PBS

FRONTLINE report entitled, *The New Asylums*, “approximately 92 percent of the people who would have been living in public psychiatric hospitals in 1955 were not living there in 1994.”

In the late 1970’s, AFSCME represented over 1 million workers in various civil service jobs throughout the United States. Of that number, over 250,000 members were employed in mental health care facilities that were operated by state and local governments as well as by private agencies. The deinstitutionalization trend was of concern to AFSCME since it came to affect members’ job security and working conditions as well as patient care. Although AFSCME was originally a supporter of deinstitutionalization, it became a leading critic of the policy when it was becoming apparent that patient needs were not being met. This is described in the independent study, *Out of Their Beds and Into the Streets*, which was commissioned by AFSCME and published in 1976.

This collection documents the history of one institution in particular: Wayne County General Hospital (WCGH). The hospital complex was located north of Michigan Avenue and east of Merriman Road in western Wayne County, Michigan, approximately 16 miles west of downtown Detroit. The first County house was built at this site in 1846 to provide lodging for the homeless and poor. The complex was often referred to as “Eloise” which was the name of the post office that was established at the growing facility in 1894. According to *Detroit’s Hospitals, Healers, and Helpers* by Patricia Ibbotson, the “complex stood on 902 acres of land, complete with about 70 buildings” and “Eloise was unique because Wayne County was the only one of Michigan’s 83 counties that operated a psychiatric hospital, a general hospital, and an infirmary division all at the same place” (2004, pp. 85-86).

Although the WCGH was a large and long-established institution, it was not immune to the same negative financial pressures that were affecting other public hospitals throughout the country by the early 1970’s. A task force was formed by the Wayne County Board of Commissioners in June, 1972, in order to study hospital finance sources, governance, services, community needs, and relationships with nearby medical schools. Due to a growing financial crisis at WCGH, a second task force was formed by the Wayne County Board of Commissioners in early 1977. The products of these two task forces are included in this collection.

**Scope and Content:** The Health and Mental Health series of this collection includes some correspondence and reports related to health and mental health care issues such as nursing homes, home health services, patient rights, health care worker protections, health care worker training, mental health laws, hospital staffing, and community support programs.

The Health Organizations series includes some limited correspondence with and/or information about various national organizations that were involved with health and mental health issues.

Another series covers the National Economy and State and Local Finance Issues. This series includes correspondence, reports, articles, and other information concerning subjects such as the federal budget, inflation, tax reform, energy, wage and price controls, and the Comprehensive Employment and Training Act of 1978 (CETA).

The collection also includes a series concerning task forces which were formed in 1972 and 1977 to resolve administrative and financial problems at the Wayne County General Hospital (WCGH) at Eloise (located in western Wayne County, Michigan, approximately 16 miles west of downtown

Detroit). This series provides some insights into the problems that large urban public hospitals such as WCGH were facing as a result of deinstitutionalization.

The Briefings, Speeches, and Testimonies series includes a selection of Briefing Books that AFSCME Department of Public Policy Analysis prepared in 1979. The books offer discussion and analysis of a variety of important national economic issues. This series also includes several AFSCME International Executive Board (IEB) reports and transcripts of speeches/testimonies that were given by various AFSCME national and state directors.

**Important Subjects:**

Deinstitutionalization  
Health care teams  
Health services—Economic aspects  
Mental health services—legislation  
Wayne County General Hospital

**Important Names:**

Carnevale, Anthony Patrick  
Dowling, Michael  
McGarragh, Robert  
Perlman, Nancy D.  
Savarese, James  
Wasserman, Donald  
Wurf, Jerry, 1919-

**Series I: Deinstitutionalization, 1968-1980**

Correspondence and reports related to the closing of public mental health treatment facilities across the United States in the mid to late 1970's.

**Series II: Health and Mental Health, 1973-1981**

Correspondence and reports concerning nursing homes, home health services, patient rights, control of violent patients, and hospital costs. Also included are correspondence and reports concerning mental health laws, institutional staffing, employee protections, and mental health care worker career development. Some of the correspondence and reports relate to the Community Support Program (CSP), a pilot program of the National Institute of Mental Health.

**Series III: Health Organizations, 1973-1981**

Correspondence and reports related to various national organizations that are involved with health care, mental health program development, and/or administration.

**Series IV: Wayne County General Hospital (WCGH), 1973-1977**

Correspondence, meeting minutes, and reports related to the WCGH Task Force. The Task Force was formed in June, 1972, with several reports and recommendations being generated in 1973. Another Task Force was formed in early 1977 to address a financial crisis at WCGH. Material concerning the work of this second task forces is also included in this series.

**Series V: National Economy and State and Local Finance Issues, 1975-1980**

The AFSCME Department of Public Policy Analysis kept up-to-date on budget, tax, and legislative matters that could potentially have negative affects on the union membership. This series includes correspondence and reports related to the national economy including topics such as the federal budget, inflation, unemployment, productivity, women/minority issues, and energy as well as wage and price controls set by the Carter Administration. Also includes correspondence and reports related to state and local finance issues such as tax policy and reforms, ballot initiatives, revenue sharing, spending limitations, and the Comprehensive Employment and

Training Act of 1978 (CETA). Some reports concerning the international economy are also included in this series.

### **Series VI: Briefings, Speeches, and Testimonies, 1975-1980**

The Briefing Books included in this series were prepared approximately on a bimonthly basis by the AFSCME Department of Public Policy Analysis. These books were intended to provide updates and analyses of major national economic issues that could impact AFSCME members. This series also includes some correspondence and reports by the AFSCME International Executive Board (IEB) and the Public Service Advisory Board. These materials cover a variety of subjects such as national health insurance, federal budget, hospital cost control, energy, welfare reform, state and local tax reform, and mental health. Lastly, this series includes correspondence and transcripts concerning speeches/testimonies that were given by AFSCME national and state directors to the national press and to Congress. Speakers were Paul Booth, Anthony Carnevale, Curtis Johnson, Robert Kalman, Edward Keller, Charles Loveless, Robert McGarragh, Nancy Perlman, Steven Pruitt, and Jerry Wurf. They address such topics as hospital cost controls, insurance issues, pension plans, mental health care issues, and budgetary considerations.

**Arrangement:** Arranged in six series. Series I: The first three file folders contain general information concerning deinstitutionalization. Thereafter, file folders are arranged first alphabetically by state name and then secondarily by subject and year. Series II: File folders are arranged first alphabetically by subject and then secondarily by year. Series III: File folders are arranged alphabetically by organization name. Series IV: File folders are arranged first by subject and then secondarily by year. Series V: The first seven file folders contain general information concerning the national economy and the federal budget. Thereafter, the file folders are arranged alphabetically by subject. Series VI: File folders are arranged first alphabetically by subject and then secondarily by year.

### **Detailed Box Description:**

#### **Series I**

##### **Box 1**

1. Deinstitutionalization, General; AFSCME publication, *Out of Their Beds and Into the Streets*, and article by Henry Santiestevan, news release, 1975-1976
- 2-3. Deinstitutionalization, General; correspondence, news releases, newspaper articles, reports, 1978-1979
4. Alaska, Deinstitutionalization; correspondence, 1975
5. Arizona, Public General Hospitals; correspondence, 1979
6. Arkansas, General; correspondence, 1975
- 7-11. California, Deinstitutionalization, Public General Hospitals; correspondence, reports, community mental health services statutes, court brief concerning state mental health program cuts, Proposition 13 impact report by AFSCME, 1973-1979
12. Colorado, Deinstitutionalization; correspondence, AFSCME analysis report, 1976-1978
13. Connecticut, Deinstitutionalization; correspondence, 1979
- 14-16. Florida, Deinstitutionalization, General; correspondence, reports, court brief, draft copy of patient flow study, Hospital to Community patient follow-up study, 1978-1979
17. Georgia, Deinstitutionalization; correspondence, deinstitutionalization study,

- 1978-1979
18. Illinois, Browndale, Inc.; correspondence, magazine, 1974-1975 (also see folders 1-44 through 1-46)
  - 19-21. Illinois, Deinstitutionalization, Mental Health, Public General Hospitals; correspondence, reports, news releases, 1974-1979
  22. Indiana, Deinstitutionalization; correspondence, staffing requirements report, New Castle State Hospital fact bulletins, 1975-1979
  - 23-24. Iowa, Deinstitutionalization; correspondence, reports, 1979-1980
  25. Louisiana, Deinstitutionalization; correspondence, 1979
  - 26-27. Maine, Deinstitutionalization; correspondence, AFSCME mental health/mental retardation questionnaire, 1975 & 1977
  - 28-30. Maryland, Deinstitutionalization, General, Public General Hospitals; correspondence, juvenile services report, mental health support systems report, 1973-1979
  - 31-32. Massachusetts, Deinstitutionalization; court brief, correspondence, 1975-1979
  - 33-34. Massachusetts, Hospital Cost Containment, Mental Retardation; article, communitization report, 1977 & 1979
  - 35-38. Michigan, Deinstitutionalization; correspondence, reports, statistics, 1978-1980
  - 39-40. Michigan, Detroit General Hospital; correspondence, employment review report and other reports, Danielson (DMC) proposal, 1968-1980
  41. Michigan, General; correspondence, hospital utilization report, 1974-1978
  42. Michigan, Plymouth Center for Human Development; court brief, consent order, 1978-1979
  43. Michigan, Public General Hospitals; correspondence reports, 1979-1980
  - 44-46. Minnesota, Browndale, Inc.; correspondence, reports, 1975-1976 (also see folder 1-18)
  - 47-48. Minnesota, Deinstitutionalization; correspondence, reports, 1975-1976
  - 49-51. Minnesota, General, Mental Retardation, State Hospital Closures; correspondence, reports, news release, AFSCME conference information, 1974-1978
  - 52-54. Missouri, Deinstitutionalization, General, Public General Hospitals; correspondence, reports, 1975 & 1979
  55. Montana, General; correspondence, 1975
  56. Nebraska, General; correspondence, report, 1974 & 1977
  57. Nevada, General; correspondence, 1975
  58. New Hampshire, Mental Retardation; correspondence, 1975
  - 59-60. New Jersey, Deinstitutionalization; correspondence, Project Haven report and other reports, 1979
  - 61-62. New Jersey, General; correspondence, reports, 1975

## Box 2

- 1-4. New York, Civil Service Employees Association (CSEA); correspondence, reports, CSEA officers list, 1978-1979
- 5-7. New York, Deinstitutionalization; correspondence, testimony, deinstitutionalization report, LPN Licensing status report, 1978-1979
- 8-11. New York, General; correspondence, reports by June J. Christmas, M. D., staffing ratio report, 1973-1976
12. New York, Public General Hospitals; reports, testimonies, 1978-1979

13. New Mexico, General; correspondence, 1975
14. North Dakota, General; correspondence, 1975
15. Ohio, Deinstitutionalization; correspondence, reports, 1978-1980
16. Ohio, General; correspondence, report, 1975-1978
17. Oklahoma, General; correspondence, hospital standards guide, 1975
18. Oregon, Deinstitutionalization; report, 1976
19. Oregon, General; correspondence, 1975
20. Pennsylvania, Deinstitutionalization; correspondence, report, 1979
- 21-23. Pennsylvania, Pennhurst Center; correspondence, evaluation report and other reports, statement, 1979
24. Pennsylvania, Public General Hospitals; correspondence, 1979
25. Pennsylvania, Retreat State Hospital; correspondence, reports, hospital manual, 1979
26. Rhode Island, Deinstitutionalization; correspondence, news release, contract manual, 1979-1980
27. Rhode Island, General; correspondence, report, 1976-1978
28. South Carolina, General; employee/resident ratio report, 1975
29. Tennessee, Deinstitutionalization; correspondence, 1979
30. Tennessee, General; Public General Hospitals; correspondence, City of Memphis Hospital report, 1977-1979
31. Texas, General; correspondence, 1975
32. Texas, Public General Hospitals; correspondence, 1979
- 33-34. Utah, Deinstitutionalization, General; correspondence, 1975 & 1977
35. Vermont, Deinstitutionalization; readmission rate report, 1978
- 36-37. Virginia, Deinstitutionalization, General; correspondence, 1975 & 1979
38. Washington, D. C., Deinstitutionalization; correspondence, D. C. General Hospital report, 1971-1979
- 39-41. Washington, D. C., St. Elizabeth's Hospital; correspondence, reports, patient discharge plan, 1975-1979
42. Washington, D. C., Staff Training; reports, geriatric assistant curriculum, newsletter, 1975-1976
43. Washington State, Deinstitutionalization; correspondence, Rainier School assessment report, 1979-1980
- 44-45. Washington State, General, Public General Hospitals; correspondence, 1975-1979
46. Wisconsin, AFSCME Conference; correspondence, conference information, 1975
- 47-48. Wisconsin, Deinstitutionalization; correspondence, reports, 1975-1979
- 49-50. Wisconsin, General; correspondence, reports, 1975
- 51-53. Wisconsin, General; Advocap, Inc. information, correspondence, reports, article, 1977-1980
54. Wisconsin, Mt. Carmel Nursing Home; correspondence, deficiencies report, 1971-1973

## Series II

### Box 2

55. Health, Developmentally Disabled and Handicapped; correspondence, report on AFSCME Involvement in Policy Development and Institutional Reform, 1979 & 1981
56. Health, Home Health Services; correspondence, 1978
- 57-61. Health, Hospital Costs; correspondence, news releases, position paper manual, articles, hospital cost containment reports, AFL-CIO resolutions, 1978-1980
62. Health, Licensing; correspondence, 1979 (also see folder 2-7 concerning LPN licensing)
63. Health, Nursing Homes/Boarding Homes; correspondence, news release, Nursing Home Law newsletter, report on Illinois nursing home abuse, 1979
- 64-65. Health, Nursing Home Fires; correspondence, statements, news release, fire safety report and other reports, 1978-1979
66. Health, Occupational Health; correspondence, report, 1977 & 1979

### Box 3

1. Mental Health, Community Mental Health Centers; correspondence, report, 1978-1979
2. Mental Health, Controlling Violent Patients; correspondence, articles, report, 1974-1979
- 3-4. Mental Health, Employee Protections; correspondence, report on retraining of mental health workers and also other reports, CSEA/AFSCME brochure, 1976 & 1979 (also see 1981 report in folder 2-55)
5. Mental Health, Funding; correspondence, 1979
6. Mental Health, Legislation; correspondence, reports, 1978-1979
7. Mental Health Systems Act; correspondence, 1978
- 8-11. Mental Health Systems Act; correspondence, statements, testimonies, news releases, report of detailed specifications of Community Mental Health Systems Act and also other reports, 1979
12. Mental Health Systems Act; correspondence, statement, 1980
- 13-14. Mental Health, National Institute of Mental Health (NIMH) Community Support Program (CSP); correspondence, reports, 1977
15. Mental Health, NIMH Community Support Program; correspondence, report, 1978
16. Mental Health, NIMH Community Support Program; correspondence, reports, 1980-1981
17. Mental Health, Patient Labor; correspondence, 1978
18. Mental Health, Patient Rights; correspondence, articles, reports, 1976 & 1979
19. Mental Health, Public Relations; correspondence, 1979
20. Mental Health, Staffing; correspondence, report, 1973
- 21-22. Mental Health, Staffing; correspondence, reports, US Dept. of Health, Education, and Welfare statistical note reports on *Staffing of State and County Mental Hospitals*, 1975-1980 (also see folder 3-36)
- 23-24. Mental Health, Transfer Trauma; articles, reports, 1979-1980

- 25-27. Mental Health, Worker Training and Career Development; correspondence, Hospital Career Development report and also other reports, NIMH paraprofessional training guidelines, 1975-1980

### **Series III**

#### Box 3

28. American Hospital Association; correspondence, reports, 1976-1979
29. American Medical International, Inc.; annual report, correspondence, 1977-1978
30. American Public Health Association; report, 1978
31. National Commission of Health Certifying Agencies; correspondence, 1979
32. Food and Drug Administration; correspondence, Drug Regulation Reform Act of 1978 Analysis, 1978
33. National Association of State Mental Health Programs Directors; reports, index of studies, 1978-1981
34. National Association of State Mental Retardation Programs Directors; July and August newsletters, 1980
35. National Governor's Association; correspondence, Policy Positions supplement report, 1979
36. National Institute of Mental Health (NIMH); state mental health manpower development report, 1977 (also see folders 3-20 through 3-22 for additional staffing information)
37. National Institute of Mental Health (NIMH); correspondence, NIMH director's report, 1977-1980
- 38-39. President's Commission on Mental Health; correspondence, reports, news release, American Psychiatric Association statement, report of the Task Panel on Deinstitutionalization, Rehabilitation, and Long Term Care, 1977-1978
40. Southern Regional Council; comprehensive health care study, 1973
41. Unions, General; correspondence, Task Force on Unionization report, article, 1978-1979

### **Series IV**

#### Box 3

42. WCGH Task Force, Report and Recommendations; report, 1973
43. WCGH Task Force, Resolutions and Report Analysis; resolutions, report, 1973
44. Greater Detroit Area Hospital Council (GDAH), Guidelines; report, 1976
45. Wayne County, Salary Rates; county job classifications and salaries report, 1976
46. Wayne County Board of County Institutions, Biennial Report; report, 1974-1975
47. Wayne County Psychiatric Hospital, Expenditures; accounting report, 1974-1977
48. Wayne County Psychiatric Hospital, General; correspondence, 1977
49. WCGH, General; correspondence, reports, booklet entitled: *An Interim Statement from the Commission on Public-General Hospitals*, 1976-1977
50. WCGH, AFSCME Correspondence; correspondence, 1977
- 51-52. WCGH, Expenditures; accounting reports, 1973-1975
53. WCGH, History and Status Report; report, 1975

#### Box 4



1. WCGH, Medical Service Plan – Working Draft; report by William Nix Associates, 1976
2. WCGH, Medical Service Plan Report; report by University Medical Affiliates, 1976
3. WCGH, General Hospitalization Program; report by GDAHC, 1977
4. WCGH Task Force; task force member list, bylaws, meeting minutes, 1977
- 5-10. WCGH Task Force; correspondence, reports, statements, news releases, 1977

## Series V

### Box 4

- 11-13. General, State of the Economy; correspondence, Bureau of National Affairs Daily Labor reports, Conference Board reports, articles, news releases, 1979
- 14-17. General, Federal Budget; correspondence, reports, AFL-CIO federal budget testimony, articles, 1979
- 18-19. Balanced Federal Budget; correspondence, reports, articles, copy of *Taxing & Spending* journal, 1978-1979
- 20-23. Bonds; correspondence, report on municipal revenue bond costs and bank underwriting and also other reports, statements, 1978-1980 (also see folder 5-4)
- 24-28. Comprehensive Employment Training Act (CETA); correspondence, reports, wage reports, articles, 1978-1979
29. Countercyclical Aid; correspondence, reports, news release, 1977 & 1979
30. Education; correspondence, school financing article, 1979
31. Employment and Unemployment; work demonstration report, 1976
32. Employment and Unemployment; urban jobs proposal, work force statistics for major cities, 1977
- 33-34. Employment and Unemployment; correspondence, reports, 1979
35. Employment and Unemployment; US Dept. of Labor Bureau of Labor Statistics reports concerning the work force and unemployment, 1979
- 36-39. Energy; correspondence, reports, articles, statements, and studies concerning subjects such as energy independence, windfall profits tax, and alternative energy sources, 1979
40. Federal Spending Limitations; correspondence, report, 1979
41. Indexing; correspondence, testimony, statement, 1979
- 42-44. General, Intergovernmental Finance; correspondence, reports, 1978-1979
- 45-46. Inflation and the CPI; correspondence, reports, independent research report by Ena Mae Fox concerning gambling and inflation, news releases, US Dept. of Labor Bureau of Labor Statistics reports for producer and consumer prices, 1979

### Box 5

1. Initiatives and Referenda; correspondence, reports, news release, 1975-1979
2. International Economy; correspondence, taxation/public expenditure statistics reports, 1979
3. International Economy; US Dept. of Labor Bureau of International Labor Affairs *Country Labor Profile* reports for sixteen selected countries, 1979
- 4-5. Local Taxes; correspondence, reports, *Elements of Municipal Financial Analysis*

- reports by First Boston Corp., 1979
6. Outlook for State and Local Governments; statistics reports, articles, 1978-1980
  7. Productivity – Public Sector; reports, AFSCME resolutions, 1976-1979
  8. Productivity – Supply Side Economics; correspondence, reports, 1979
  9. Public Sector Earnings and Employment; reports, AFSCME report entitled: *Public Employment: Facts and Figures*, articles, 1976-1980
  10. Revenue Sharing; correspondence, reports, 1975 & 1979
  11. State and Local Finance; correspondence, reports, 1978-1979
  12. State and Local Tax Limitations; correspondence, reports, 1978
  - 13-14. State and Local Tax Limitations; correspondence, reports, news release, 1979
  15. State and Local Tax Reform and Tax Revolt; correspondence, reports, articles, 1978-1979
  16. State and Local Tax Reform and Tax Revolt; correspondence, reports, tax revolt articles, 1979
  17. Urban Family Budget; correspondence, 1979
  - 18-23. Wage and Price Policy Mandatory Controls; correspondence, news release, Daily Labor report and also other reports, AFL-CIO statements, 1978-1979
  - 24-26. Women/Minority; correspondence, Conference Board report and also other reports, statements, 1977-1979

## **Series VI**

### **Box 5**

27. Briefing Book; correspondence, 1979
- 28-32. Briefing Book; briefing book reports of major economic issues (January, March, March (Florida conference) May, Fall), 1979
33. Eizenstat Meeting; AFSCME economic issues summary, 1979
- 34-36. International Executive Board (IEB) Reports; correspondence, reports, 1979
- 37-38. Public Service Advisory Board; correspondence, reports, 1979-1980
39. Speeches, President Wurf; correspondence, National Press Club speech transcript, 1979
- 40-44. Testimonies, Departmental, Public Policy Analysis (PPA); correspondence, transcripts of speeches/testimonies given by various AFSCME directors, 1975-1979